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ABSTRACT

At the urging of the governor of Iowa, private business and industry plus interested citizens organized and funded Project Iowa Training and Retraining of Youth (Project I-TRY) programs in many Iowa cities during the summers of 1967 and 1968 and during the 1968-1969 school year. The program gave youth from low and marginal income families a meaningful work experience, counseling, and training. They worked seven hours, four days a week, attended classes four hours a week, and were paid $1.25 per hour for both work and classes. This report contains: (1) descriptions of four Project I-TRY summer programs and five Project I-TRY year-round programs, (2) results of an internal evaluation of two Project I-TRY summer programs, (3) a summary of the supervisors' opinions of the four Project I-TRY summer programs, (4) a discussion of participant characteristics and the effectiveness of the Project I-TRY summer and year-round programs, and (5) recommendations for future youth work programs. An evaluation of four Project I-TRY summer programs is available as VT 020 241 in this issue. (SB)

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PART III

Description and Evaluation of Program; Characteristics and Followup of Participants, and Program Recommendations

by

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Chapter 1

DESCRIPTION OF THE FOUR I-TRY SUMMER PROGRAMS

Following is a description of the four summer youth employment programs which utilized Project I-TRY (Iowa Training and Retraining of Youth) funds from the Iowa Manpower Development Council. The I-TRY funds were used in the educational-counseling portions of the four programs.

Des Moines' Operation Youth Opportunity

Community Improvement Incorporated (CII) originated as a positive response to the urban tensions and racial distrubances of the summer of 1967. Two disturbances occurred in Des Moines during the summer but neither was considered serious by the U.S. President's Committee on Civil Disorders. Private business at the encouragement of Governor Harold E. Hughes formed CII to take an active part in solving the urban problems of Des Moines. Their efforts in August 1967 were devoted to providing jobs for disadvantaged youth.

CII planned a more extensive youth-work program for the summer of 1968, contracting with the Des Moines YMCA to administer the summer project under the YMCA Youth Program Department. The Des Moines Public Schools supervised the

educational program. The Iowa State Employment Service handled applications, interviews, screening and placement through their Youth Employment Service.

The objective of the CII Operation Youth Opportunity Program was to give youth from low and marginal income families a meaningful work experience. Through work experience, counseling and training in the CII program, youth were encouraged to complete school, acquire good work habits, acquire useful skills and pursue useful occupations.

Approximately 607 youth 14-18 years of age were placed in jobs with public agencies and private non-profit education and welfare institutions. Table 1.1 gives a listing of employers and jobs developed.

The youth worked seven hours, four days a week for a total of 28 hours at $1.25/ hour. They were also paid for an additional four hours for attending an educational program on a fifth day giving them a total earning capacity of $40 per week.

For the educational and counseling portion of the CII program an educational supervisor was hired to supervise the counseling staff and to develop the counseling programs; a counseling coordinator was hired to provide leadership for the training assistants and field trip coordinators; and nine training assistants were hired to give direction and counseling to youth, to help develop large meetings and to visit youth in their homes as needed. Charles Palmer of the Des Moines Child Guidance Center was used as a consultant to this portion of the program.

Fifty youths were assigned each morning and afternoon to the educational program at the YMCA which was the major portion of the educational-counseling component of Operation Youth Opportunity. Audio-visual vocational material was presented plus group discussions on work attitudes, opportunities for work, education and training, recreation, health, community and youth problems. Field trips were organized but eventually dropped due to a lack of interest. Tables 1.2 and 1.3 describe the field trips and educational activities offered

Table 1.1. Operation Youth Opportunity jobs for youth, summer of 1968[a*]

	Sub divisions & job descriptions	Departments	Totals
I. CITY OF DES MOINES			299
Finance Department		4	
Office Assistants	4		
Health Department		18	
Office Assts	2		
Animal Control	3		
Nurses Assts	6		
Rodent & Insect Control	7		
Human Rights Commission		1	
Office Assts	1		
Municipal Airport		12	
Inside Custodial	6		
Grounds & Maintenance	6		
Municipal Library		12	
Book Inventory	8		
Building & Grounds	4		
Parks Department		58	
Maintenance Work:			
Waveland Golf Course	6		
A. H. Blank Park-Zoo	20		
Nursery	6		
Greenhouse	2		
Riverfront	4		
Park Shop	2		
Pioneer Park	4		
Glendale Cemetery	8		
Woodland Cemetery	6		
Police Department		19	
Office Assts	3		
Community Relations Pr	3		
Parking Lot Attendant	1		
Traffic Bureau & Police Garage	5		
Inside Custodial	4		
River Patrol Asst	1		
Patrol Bureau	2		
Municipal Court		2	
Clerical	2		
Public Works Department		81	
Forestry	38		

[a]Source: (9).

*All numbered references refer to the bibliography in the accompanying publication by John Martens, An Evaluation of Selection of Disadvantaged Youths in Four Iowa Youth-Work Programs. Ames, Iowa. The Industrial Relations Center. 1969.

Table 1.1. (Continued)

	Sub divisions & job descriptions	Depart-ments	Totals
Street Maintenance	10		
Bridge Division	12		
Sewage Treatment Plant	5		
Land Fill Clean Up	7		
City Garage	8		
River Hills	1		
Recreation Department		8	
Assts. at Playgrounds	8		
Traffic & Transportation		11	
Parking Meter Shop	3		
Traffic Sign Shop	8		
City Assessor's Office		3	
Clerical	3		
II. DES MOINES WATER WORKS			19
Grounds Labor		5	
Garage		4	
Construction		4	
Plant Labor		4	
Service Labor		2	
III. CITY OF WEST DES MOINES			4
Parks Department		4	
IV. POLK COUNTY			28
Broadlawns Hospital		6	
Outside Maintenance	2		
Inside Custodial	1		
Medical Records File Rm.	1		
Admitting Room	1		
Laundry	1		
Court House		15	
Zoning Office	2		
Recorder's Office	2		
Friend of Court	1		
Auditor's Office	2		
Board of Supervisors	2		
Clerk of Court	2		
Sheriff's Office	2		
Treasurer's Office	2		

Table 1.1 (Continued)

	Sub divisions & job descriptions	Depart-ments	Totals
County Home		3	
Inside Custodial	1		
Outside Custodial	2		
Polk County Welfare		4	
Commodities	2		
Clerical	2		
V. STATE OF IOWA			72
Department of Public Safety		9	
Filing & Limited Typing	9		
Bldgs. & Grounds		25	
Inside Custodial	10		
Outside Maintenance	15		
Department of Revenue		10	
Stock Clerks	5		
File Clerks	5		
Insurance Department		1	
File Clerk	1		
Liquor Control Commission		2	
File Clerks & Typing	2		
State OEO Office		2	
File Clerks	2		
Department of Social Services		3	
Mail Clerk	1		
Destroy Case Records	2		
Employment Security Commission		17	
(File Clerks, Typists, & Messengers)			
Clearance Section	5		
Test Section	2		
Training Department	2		
Retirement Division	2		
Legal Division	2		
Information Services	2		
Research & Statistics	2		
Department of Public Instruction		3	
File Clerks	3		
VI. UNITED COMMUNITY SERVICES AGENCIES			49
Boy Scouts		1	
General Office	1		
Convalescent Home		5	

Table .1. (Continued)

	Sub divisions & job descriptions	Depart-ments	Totals
Maintenance	5		
Hawley Bldg. Office Assts		6	
UCS Office	3		
Mayor's Task Force	1		
Information & Referral Center	2		
Iowa Children's & Family Ser		1	
Maintenance	1		
Catholic Charities		1	
Office Asst	1		
Health Center		2	
File Clerk	1		
Office Asst	1		
YWCA		5	
Cafeteria Asst	1		
Custodial Assts	4		
Legal Aid		2	
Clerical	1		
Maintenance	1		
Julia B. Mayer		16	
Program Aides	8		
Locker Room Assts	3		
Clerical Aides	2		
Maintenance Aides	3		
Roadside Settlement		9	
Nursery Assts	2		
Program Aides	3		
Clerical Aides	2		
Maintenance Aides	2		
Willkie House		1	
Clerical Asst	1		
VII. YMCA			6
Clerical Asst		1	
Food Service, C.I.I		5	
VIII. OAKRIDGE OPPORTUNITY CENTER			5
Neighborhood Survey	5		

Table 1. (Continued)

		Sub divisions & job descriptions	Departments	Totals
IX.	DES MOINES PUBLIC SCHOOLS			99
	Elementary		46	
	Clerical Assts.	24		
	Maintenance	22		
	Jr. High Schools		24	
	Clerical Assts.	24		
	High Schools		22	
	Clerical Assts.	5		
	Maintenance	17		
	School Board Office		7	
	(Clerical Assts.)			
	KDPS	2		
	Music Office	1		
	Adult Education	1		
	Instructional Media	3		
X.	GREATER OPPORTUNITIES, INC. - NEIGHBORHOOD YOUTH CORPS			15
	NYC Placements on C.I.I. Payroll (Placed by NYC, but were over NYC income guidelines - would have been taken off their jobs, so in order to keep them working they were moved to C.I.I. payroll)			
XI.	BANKERS LIFE COMPANY			6
	Maintenance Assts.		6	
XII.	IOWA WELFARE ASSOCIATION			1
	Clerical		1	
	TOTAL (Include Field Aides - 32)			566

Possible variance in job totals due to leaving jobs, reassignments, etc.

Table 2. Areas of emphasis in the counseling-training component of Operation Youth Opportunity[a]

Topics as developed by the O.Y.O. training staff
Development of C.I.I.
Responsibility to employers
Job attitudes
Fields of employment
Limitations of short term work
The uses of money
The use of the YMCA as a C.I.I. facility
The dangers, prevention, and care of venereal disease
Sexual morality-its personal application
The possible problems resulting from promiscuous sex
Teen-age social behavior
Religion
Personal pride
Proper dress
The dynamics of group behavior
The meaning of freedom for Americans
Education beyond high school
Personal hygiene
The meaning of Black Power - positive or negative
The problems, implications and cures of prejudice
The role of government
Negro culture in the American setting
Negro place in history - African and American
The dropout problem - the causes and the results
Discipline - a personal responsibility
The vocabulary of a bigot
Poverty - the causes and the cures

[a]Source: (9).

to O.Y.O. enrollees.

The personnel in the work experience component of Operation Youth Opportunity consisted of a general coordinator who supervised all personnel in this component, a work-experience coordinator, five field supervisors who visited job stations and worked with youth in adjusting to employment, and 32 field aides who gave direction and set good examples for youth

Table 1.3. Operation Youth Opportunity field trips[a]

A list of O.Y.O. field trips and the number of participants			
		A.M.	P.M.
June 24	Register and Tribune	38	20
25	United Federal	35	35
26	Iowa-Des Moines	35	35
27	Central National	45	35
28	Bankers Trust	45	35
July 1	Armstrong/Firestone	20	15
2	Salisbury/John Deere	25	40
3	Armstrong	30	25
4	Holiday	--	--
5	Business Holiday	--	--
July 8	Salisbury House	30	30
9	Historical Building	15	2
10	Salisbury/Younkers	30	7
11	Roadside Settlement	--	--
12	Look Magazine	35	--
July 15	Meredith	10	10
16	Register and Tribune	3	1
17	Meredith	10	10
18	KRNT	--	11
19	Pittsburgh-Des Moines Steel	20	--
July 22	Iowa Power	5	5
23	Bell Telephone	3	--
24	(No trip)	--	--

[a]Source: (9).

working in crews. On-the-job supervisors were supplied by the various employers utilizing CII enrollees.

CII raised over $170,000 to support youth employment projects in Des Moines during 1968 (9).

Davenport Community Pride Incorporated

Community Pride Incorporated (CPI) was organized in August 1967 at the urging of Governor Harold E. Hughes of Iowa as a local effort to effectively meet the problems of poverty and racial discrimination in the Davenport area. CPI is a non-profit corporation comprised of the business and industrial sector of Scott County. A small youth employment program was organized in 1967 and plans for a larger 1968 summer program evolved in March of 1968.

CPI employed approximately 100 youth between 14-16 years of age in jobs developed primarily in the public sector. Wages were paid by CPI for these employees. The enrollees worked 10 weeks, 5 days a week, 6 hours a day at a wage of $1.25/hour. Priority in placement was given to needy youth and youth from minority groups.

CPI placed and encouraged the placement of youth 16-21 years of age in jobs with the business and industrial sector on a full-time basis. Priority again was given to needy youths and youths from minority groups.

The non-profit employment portion of the CPI program was divided into two parts. The first part was work in city and county civic improvements, including parks, cemetaries and other properties, and work assignments for the benefit of non-profit organizations within the community. Table 1.4. lists the various job assignments.

The second part of the non-profit employment was the Play Corps program which was run through the Friendly House, a community settlement house. Thirty youths paid by CPI and thirty youths paid by Neighborhood Youth Corps funds were hired as Play Corps leaders. This program was designed not only to help the disadvantaged youth hired as Play Corps leaders but to provide

Table 1.4. Community Pride Incorporated public service jobs[a]

	Number of boys	Number of girls
St. Vincent's Home	-	2
Office help for Community Pride	-	4
Office help for U.C.S.	-	2
Office help for Chamber of Commerce	-	1
Campfire Girl office	-	1
Kahl Home for the Aged	1	1
Red Cross	2	1
Children and Family Services	1	-
Friendly House	3	2
Lend-a-hand	1	-
Eagle Signal	1	-
Oakdale, Fairmount, & Pine Hill Cemetaries	36	-
Municipal Stadium	5	-
Camp Mansur	5	-
Sewage Tréatment Plant	2	-
General Maintenance	1	-
Traffic Engineering	1	-
City Hall	3	-
Davenport Airport	3	-
Parking meters	1	-
Not specified	2	-

[a]Source: Community Pride Inc., Davenport, Iowa. Statistical data. Private Communication. 1968.

supervised recreational activities for children in the poverty areas of Davenport.

Dale Terry, a school teacher, was hired as coordinator of the program

and worked with the seven college students and one housewife hired as counselors and supervisors for the Play Corps leaders. Each counselor provided counseling and supervision to eight Play Corps leaders. The Play Corps leaders were organized into teams of two; one boy-one girl, one black-one white. These teams were responsible for organized recreation in their assigned blocks.

One hundred and twenty blocks were covered each day by the Play Corps leaders. Each team spent 1 1/2 hours at each of four blocks during a day conducting organized games and activities. Approximately 650 children participated each day. Field trips were organized for the children by the Play Corps leaders to bakeries, Mother Goose Land, an airport, farms, KSTT, police and fire stations, the Annie Wittenmeyer Home, the Jewish Temple, and to the museum and art gallery.

Waterloo Metropolitan Improvement Services Incorporated

Waterloo's Metropolitan Improvement Services Incorporated (MIS) was organized in the summer of 1967 as a positive response to racial disturbances and civil disorders occurring in Waterloo and many other cities in the United States that summer. The disorder in Waterloo was one of thirty-three classified by the U.S. Riot Commission Report as serious (33, p. 158).

> "The serious riot was characterized generally by: (1) isolated looting, some fires, and some rock throwing; (2) violence lasting between one and two days; (3) only one sizeable crowd or many small groups; (4) and use of state police, though generally not National Guard or federal forces." (33, p. 113)

The following statistical information gives some insight into special social and economic problems in Waterloo. Waterloo has had a 21.5 percent increase in non-white population between 1960 and 1966 compared with an

overall population increase of 3.2 percent. The non-white portion of Waterloo's 74,023 residents is 8.1 percent, mostly concentrated in one sector of the city. Eleven percent of Waterloo's families had incomes below $3,000 and 28 percent had incomes below $5,000 according to the 1960 census. Twenty-three percent of Waterloo's non-white families had incomes below $3,000 and 45 percent had incomes below $5,000. (51, Tables 13, 21, 22; 52, Tables 33, 76, 78; 56, Table 1)

A concerned Governor Harold E. Hughes visited Waterloo following the riot to ask businessmen to raise funds for a non-profit corporation to provide employment for youth throughout the rest of the summer. Employment for youth was seen as one measure which could be quickly implemented and non-controversial to attack some of the underlying social and economic problems that cause people to riot. It was hoped that youth could be given valuable work experience, training, and that minority groups (racial and economic) would see the employment program as a start to constructive solutions to the social and economic problems of the community.

In a remarkable period of time, only ten days, Metropolitan Improvement Services, Inc. was organized; twenty businessmen had contributed $56,200 to the corporate coffers; and many youths were already on the job. This crash employment program employed disadvantaged youth in Waterloo for a total of 8,161.5 hours in the summer of 1967.[1] The jobs were developed mainly in the public sector of the city.

MIS, Inc. recognized a problem encountered by many large cities, that being the large and increasing number of students who fail to complete their

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[1]Metropolitan Improvement Services, Inc., Waterloo, Iowa. Statistical data. Personal Communication. 1968.

schooling. Waterloo's dropout rate at East High School is about twice that of Iowa as a whole. MIS, Inc. cooperated with the schools in a work-study program to eliminate the financial and employment incentives to dropout of school for 30 potential dropouts at East High School during the school year 1967-1968. Part-time jobs were provided for these youth along with a special vocational course to supplement their other studies.

While the winter employment program was running in Waterloo, plans were being made for a more extensive MIS, Inc. employment program for the following summer by the schools and other community agencies along with MIS officials. A need was felt to provide jobs for youth 14-15 years of age who were too young for the Neighborhood Youth Corps and too young to compete with the more mature and experienced youth for scarce summer jobs. The 1967 contributors to MIS, Inc. were asked to give one half of their contribution of a year before to employ 140 youths ages 14 and 15 for the summer of 1968, four hours a day, five days a week. Twenty-nine thousand four-hundred seventy-three dollars was carried over from the employment program of a year before.[1]

According to program planners the main objectives of the 1968 summer program would be to:

1. develop in each youth a feeling of self-worth.
2. develop a feeling of individual competency as a result of success in the world of work.
3. develop the decision-making abilities of youth in such a way as to enhance their employability.
4. develop in youth a feeling of the availability of a position in our economic world for each individual who endeavors to succeed.
5. develop the feeling of independence, responsibility and dignity that earned wages can create.

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[1] Ibid.

6. develop an understanding of the problems faced by minority groups in vocational areas.
7. develop an understanding of job opportunities in Waterloo, our state and our nation.[1]

In order to achieve these objectives there was a slight change in direction for the 1968 program. Funds were applied for from the Iowa Manpower Development Council to pay for educational and counseling services. It was felt by program administrators that the most successful vocational education projects have adequate supervision, related instruction, and vocational and personal problem counseling. Ten college students from the University of Northern Iowa were hired to be on-the-job supervisors. They provided job supervision and instruction plus personal counseling for groups of seven workers. Group counseling and related instruction sessions of two hours were planned twice each week on the half days workers were not assigned to work stations. A counselor from East High School was hired to counsel youth on a personal basis and to conduct the special educational and group counseling sessions. Tours were made through Waterloo businesses; films were shown of job opportunities, job interviewing, the importance of remaining in school, etc.; and group counseling and lectures were given. The youth were required to participate in this portion of the program.

The jobs provided in the summer of 1968 were mainly in the public and non-profit type of organization. MIS, Inc. officials indicated a concern that all jobs be meaningful and not just make-work. It was hoped that the youth would have a feeling of accomplishment from completing a meaningful task. The youth were paid $1.00 per hour for their labor.

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[1]Metropolitan Improvement Services, Inc., Waterloo, Iowa, Contract for I-TRY Funding.

Table 1.5 is a list of employers in the non-profit sector of Waterloo and the hours worked at each station.

Table 1.5. Metropolitan Improvement Services[a] employment distribution, Waterloo, Iowa

Work station	1967 Total hours	1968 tal hours	1968 Dollars
Airport Commission	128.0	496.0	$ 496.00
Arborist	--	1328.1	1,328.10
Columbus High School	136.0	972.0	972.00
Girl Scouts	100.0	--	--
Goodwill Industries	87.0		
Humane Society	--	848.0	848.00
Park Commission	2759.5	1420.5	1,420.50
Parking Ramp	--	3839.5	3,839.50
Police Department	50.0	--	--
Recreation Commission	991.0	2371.5	2,371.50
Riverfront Commission	2685.5	1754.0	1,754.00
Roving Crews (Cemetaries)	--	1810.5	1,810.50
Schoitz Hospital	--	338.0	338.00
Sewer Department	240.0	--	--
St. Francis Hospital	--	131.0	131.00
Street Department	--	246.0	246.00
University of Northern Iowa	686.0	3049.3	3,964.35
Waterloo City Schools	220.0	3840.8	3,840.80
Water Works	--	1778.3	1,778.30
YMCA	78.5	--	--
YWCA		144.2	144.20
Total	8161.50	24,367.7	25,282.75

[a]Source: Metropolitan Improvement Services, Inc., Waterloo, Iowa. Employment data. Personal Communication. October 1968.

Cedar Rapids' Youth Employment Services

Following an appeal by Governor Harold E. Hughes to create jobs for youth in the summer of 1967, Cedar Rapids organized a youth-work program for disadvantaged youth financed by United Community Services and private contributions. A number of public works jobs were created and filled during August 1967. A committee of citizens including State Senator John Ely, representatives from each of the community action agency's target areas, the mayor of Cedar Rapids, chamber of commerce representatives, a county board of supervisors representative, and resource personnel from the Iowa State Employment Service, the Department of Social Welfare, the Neighborhood Youth Corps, and the public school system met during Fall 1967 and Spring 1968 to plan a more extensive youth-employment program for 1968-1969. This committee plus the Cedar Rapids Chamber of Commerce through their fund-raising activities were responsible for the beginning of the Youth Employment Services Program (YES).

This committee felt that meaningful work and job experience were not open to disadvantaged youth in the Cedar Rapids area. By providing for and encouraging the employment of disadvantaged youth, Cedar Rapids hoped to achieve the objectives of the program which were to:

1. meaningfully employ low-income youth
2. develop job skills
3. teach good work habits
4. inform and educate youth of possible job opportunities
5. provide financial and consumer education
6. provide and use recreational and educational opportunities
7. increase the potential upward mobility of these youth
8. provide counseling to help them with personal problems
9. help reduce the school dropout rate in this group.[1]

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[1]Youth Employment Services' Contract for Project I-TRY funds.

The committee decided to run the YES program through the structure of the local community action agency, Hawkeye Area Community Action Program (HACAP). HACAP was chosen because of their contact with the youth the program was designed to serve. Leo Owens was hired as director of YES. His duties were administration, planning, staff selection, screening enrollees, and providing the year-round enrollees, counseling and guidance. A counselor was hired to work with summer enrollees' problems. Job supervisors were hired to direct work crews. An education-recreation coordinator was hired to promote these activities. Recreation-education outreach workers were hired among the teens to involve other youths in the available recreational activities. An employment coordinator was hired to inspect and approve job sites and to encourage direct employment of the disadvantaged in the private sector. Over 200 disadvantaged youths were hired to work in the YES program. Forty-eight thousand four hundred fifty-six dollars and seventy-one cents in cash plus $15,956.16 in in-kind contributions and $13,867 in I-TRY funds went into the 1968-1969 Cedar Rapids summer and winter programs.[1]

The YES program employed youths 14-20 years of age from economically, socially, and culturally disadvantaged families in Linn County, mostly from the target areas as defined by the Community Action Program. The youths were placed in jobs from one of four categories. (1) Private business and industry were encouraged to employ older youths ages 18-20 as full-time employees. The YES program recruited, referred, and provided follow-up guidance for these youths. (2) Governmental and other agencies were asked

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[1]Youth Employment Services officials, Cedar Rapids, Iowa. Funding data. Personal communication. October 1968.

to provide job slots for youths ages 16-20. (3) Supervised work crews of 14 and 15 year olds did clean-up, paint-up, fix-up, and other jobs in low-income neighborhoods. They also worked on clean-up after the summer floods. (4) The largest portion of the summer program was an employment service for odd jobs that citizens of the community were willing to pay to have done. It was felt that this was the best type of job for inexperienced young workers. YES tried to provide one-half day of work for enrollees 14-16 years of age and full-time employment for older youths. The jobs listed in Table 1.6 were developed for YES enrollees.

Table 1.6. Youth Employment Services work stations[a]

Jobs	Number of boys	Number of girls
Girls office work	-	27
Maintenance	22	-
Yard work, lawn care, clean-up	91	-
Aides at county home	6	10
Hospital work	4	6
Equipment maintenance	2	-
Messenger and clerical	6	-
Girls housework and babysitting	-	22
Painting - interior and exterior	6	8
Sales clerks	-	3
Library	-	3
Lumber yard	2	-
Park work	6	-

[a]Source: Youth Employment Services, Cedar Rapids, Iowa. Employment data. Personal communication. August 1968.

The workers earned $1.00 an hour for their services. It was felt that this should be raised to $1.25 next year and that more hours of work should be provided.

Because of the many recreational activities available in Cedar Rapids, YES did not set up its own recreation program. An attempt was made to make existing facilities more accessible to low income youth. The YMCA agreed to provide free memberships and supervised recreation programs in swimming, team sports and other activities. Camperships were provided by private agencies and churches. Local theaters reduced admission prices for teens in the program. Recreation-education outreach workers were hired to contact and involve the youth in all recreation programs. These workers were hired among teens slightly older than those in the YES program.

The third facet of the YES program was the education program. Teaching job skills and job habits was a primary goal for adults supervising and working with the youth. Tours of businesses and industry trips to Backbone State Park, lectures, seminars and workshops were provided. Table 1.7 lists YES educational activities.

The fourth aspect of the YES program was the provision of counseling services for the enrollees. Job supervisors provided day to day counseling on the job and made referrals to the professional counselor on the YES staff. The professional counselor or "Dutch uncle", as he was referred to in the program, was hired to provide professional guidance for program enrollees. Since most of the enrollees were 14-15 years old and working on their first job, a large part of the counseling concerned the responsibilities of employment: punctuality, pride in work, cooperativeness, good attendance, and procedures for registering of complaints. Enrollees were

encouraged to stay in school and were given vocational and educational guidance. Many needed counseling in how to get along with their peers. The "Dutch uncle" was used to arrive at fair solutions to legitimate grievances.

Table 1.7. Partial list of educational activities[a]

Activity	Attendance
Job application-job interviewer seminar	12
"How to file income tax returns"	53
Job opportunities lecture (Iowa State Employment Service)	50
"A prettier you: make-up"	6
"A prettier you: dress"	3
"A prettier you: hair care"	9
Employment interviews-role playing	14
Backbone State Park trip	26
Brunch and miniature golf	13
Corrine Shover lecture on beauty	13

[a]Source: Youth Employment Services, Cedar Rapids, Iowa, Education activities data. Personal communication. 1968.

Chapter 2

DESCRIPTION OF THE FIVE I-TRY YEAR-ROUND PROGRAMS

The following is a description of the organization and activities of the five year-round youth work programs receiving I-TRY funds. One of the requirements for participation in Project I-TRY was operating a year-round program in addition to the summer employment program. The year-round program in all cities was run on a smaller scale (fewer youths working fewer hours) than the summer employment program. Most of the programs were organized in cooperation with the public schools in their city. The objectives of all the programs were to eliminate the incentive to drop out of school and to make the educational experience more meaningful.

Des Moines

The New Horizons Program in Des Moines was developed by public school personnel as an experimental program in response to the special needs of inner-city youth. The program's goal was to elicit a positive response to a new type of educational experience from students

who had not previously responded to traditional educational experiences. The resources of the schools, community, and local government were necessary to implement this new educational program for 300 youths in the Des Moines school system. These students were selected from grades seven through nine at Amos Hiatt and Irving Junior High Schools.

The program consisted of work-exploration, block time and team teaching over an 11 month school year. The work exploration portion consisted of employment at work stations in the city. These work stations were found by Community Pride Incorporated and private businesses and industry for students age 14 and over. Fifteen hours of work a week were offered at a wage ranging from $1.00 to $1.75 an hour. The average hourly wage was $1.25. Jobs were located in both the public and private sector of the community. Each group of 50 students in one grade at a particular school had a work experience advisor. These advisors worked closely with the students and were responsible for developing a personal relationship that would be conducive to obtaining an education for the youngster. The advisors will continue to work with their groups of students throughout the three years of this experimental project.

The block of time in the three grades consisted of two hours in the morning with a teaching team of a full-time social studies teacher, a full-time language arts teacher, a teacher aide, a reading

teacher, and a work experience advisor. Other teachers were also available to the team on a part-time basis.

In the afternoon seventh grade students had a work experience laboratory. They were given personalized experiences, field trips, diagnostic tests, and other experiences essential to vocational success. Eighth grade students were in the regular program, the seventh grade work-experience laboratory, or a job if they were 14 or over and considered ready for the work experience. Most of the ninth grade youths were in jobs.

Reading levels, grades, and attendance were the most important factors for admittance to this program. Other factors considered were classroom behavior and economic need. Because of the area of the city in which these programs were established, many students had financial need. In a few cases where financial need was greater than the need for the special educational program, the youths were released from school to work a portion of the day. A major goal of this program was the prevention of school dropouts.

The program administrators plan an extensive internal evaluation over the three year period of operation using many diagnostic ools. If the program is found to be successful, it may be extended by the public school system to other schools and other grade levels.

Davenport

The Davenport Community Pride, Inc. summer youth employment program was carried into the school year 1968-69 on a limited basis. This year-round program was administered by the Friendly House, a community settlement house. A counselor-work supervisor was hired to work with the youths in the program.

This program was aimed at youths who were believed to be potential school dropouts. It was hoped that the program would eliminate the financial incentive to drop out of school and provide counseling that might help keep these youths in school. The program counselor was not a professional, but was a young black from a background similar to many of the enrollees. The program also attempted to reach the most disadvantaged of the applicants. Administrators felt that they could have helped many more youths if the funds and jobs had been available.

The year-round enrollees worked approximately 6 to 9 hours a week in public sector employment. The employers were the Friendly House, cemetaries, United Community Services, Kahl Home and the Red Cross.

Waterloo

Waterloo's Metropolitan Improvement Services continued their employment program into the 1968-69 school year by paying wages for 30 work-study students at East High School. MIS and school officials

were especially concerned about the potential dropout, and this was the focus of their program. East High School has had lower performance levels and a much higher dropout rate than other schools in Iowa. Realizing that employment and financial incentive are important factors in a student's decision to leave school, the program administrators sought to eliminate these incentives.

Waterloo Community Schools hired a teacher to assume the responsibilities of work-study program coordinator. His function was organization and administration of the work study program. The coordinator was responsible for locating jobs in non-profit organizations, providing supervision and counseling to enrollees, and teaching a class of related instruction.

The students at East High School were notified of the program at the beginning of the school year, and applications were accepted from interested students. The screening process involved inquiries into the background of each enrollee. Students given primary consideration were those that:

1. Came from economically deprived backgrounds
2. Were from an environment that did not encourage the student to remain in school, although the family was not necessarily living in poverty.
3. Were in need of a job to remain in school, but were unable to find employment because of age or some other handicap.
4. Had dropped out of school before but were now returning.

Because of the larger number of dropouts coming from the sophomore and junior classes, a preference was given there.

Phil Smith, the work study coordinator, gave the following characteristic summary of the enrollees:

"All of the students had problems of one type or another that could lead to withdrawal from school. Most students came from lower socio-economic groups. Fifty-six percent were from broken homes, 58% from families on welfare, 83% from families with five or more children, and 87% from families with estimated incomes below $6,000. Eighty-seven percent were black and 18.75% had dropped out of school prior to their enrollment in the program."

The jobs were developed in non-profit tax-supported institutions where worthwhile work and good supervision could be found. The employers were responsible for supervision of the students. The hourly wage was $1.25 for a maximum of ten hours of work each week. Most of the jobs were of the clerical and custodial type, and none of the work required was hazardous.

Of the nine enrollees who were former dropouts, six left the program before completion - two because of pregnancy.

Cedar Rapids

The Cedar Rapids Youth Employment Services program continued into the school year on a smaller basis. The program was essentially divided into two portions. The first was a part-time employment program.

These jobs were located primarily in the schools, with a few in private businesses. The jobs in private business were of the custodial nature. The youths worked from 8 to 16 hours a week and received an hourly wage of $1.25.

Special counseling was provided in this portion of the program by YES Director Leo Owens. The work supervisors were responsible for giving direction and guidance to the youths at their work stations. Each work station was picked with this goal in mind.

The year-round program was aimed primarily at disadvantaged youths (both in and out of school) from 14 to 20. Neighborhood workers and school counselors and principals were used to validate eligibility.

The second portion of the year-round program was aimed specifically at school dropouts and those youths unable to adjust to ordinary school situations. Funds were supplied to the Area X Community School to add extra personnel to their high school completion program. YES paid for the work of the youths involved and supplied Area X with a counselor. The atmosphere was less structured in these classes and could be better adapted to the individual.

Iowa City

The Iowa City program administrators did not apply for Project I-TRY funds until they were into their year-round program. The following gives an explanation of the summer program which operated without

I-TRY funds and then leads into an explanation of the year-round program. Both programs were quite similar except that the year-round program had fewer youths involved and the enrollees worked fewer hours than had the summer enrollees.

Following a visit by Governor Harold E. Hughes to Iowa City in April 1968, the Mayor's Committee on Summer Employment was established. This committee consisted of representatives from local churches, the school system, the Chamber of Commerce, Johnson County Family and Social Services, the University School of Social Work, low-income families, the Iowa State Employment Service, local businessmen and interested citizens. The committee's main concern was the lack of summer employment opportunities for the youth of Iowa City in general, and specifically the disadvantaged youth.

The committee implemented their employment activities through the Iowa State Employment Service office in Iowa City. Four employment supervisors were hired by the committee to work with the employment service locating jobs and placing youths. Youths from 14 to 15 are the hardest to place because of child labor laws and a lack of work experience. Therefore the employment supervisors concentrated on this age group. The committee raised funds to pay the costs of the supervisors, but the wages of the 112 youths given employment were paid by the employer. Youths in older age brackets were placed by regular employment service personnel. In addition to the job placement service, recreational and cultural services were offered to the program participants.

The specific objectives of the Mayor's Committee were:

1. Finding useful work for the youths as they have requested it and as their schedules permit.
2. Making employment experiences meaningful with the awareness of accompanying responsibilities and satisfactions.
3. Helping the youths acquire increased fiscal responsibility as they have the experience of earning their own money.
4. Providing alternatives to present methods of meeting problems on and off the job.
5. Providing such counseling and other benefits that arise from having stable relationships with the program counselors.
6. Demonstrating personal and community concern for the welfare and personal development of the youths, particularly where such concern is lacking in the home.
7. Guiding the youths toward more reliability on and off the job.
8. Providing tutoring, where needed, in cooperation with the school officials and the tutoring program of the Hawkeye Area Community Action Program and the Action Studies Program of the University of Iowa.
9. Surmounting obstacles related to employment such as the need for transportation, instruction on doing the job, and employer-employee relationships.

10. Programming social or group activities which either give the youths social confidence or help impart educational objectives consistent with the above goals or both.

The Iowa City summer program was carried over into the school year on a limited basis. Two of the summer counselor-supervisors were retained and Project I-TRY contributed $667 for their wages. The summer participants with the most need of employment were carried over for year-round employment. It was estimated that one-half of these participants were potential school dropouts, and a few did actually leave school before the end of the year.

The jobs in the year-round program were again located with private employers - four part-time jobs and 30 one-time jobs. There were 400 hours worked between September 1968 and February 1969.

The supervisors in the program were University of Iowa students. Their main responsibilities were locating jobs, placing the enrollees in these jobs, providing counseling, and providing educational and recreational activities. These supervisors had no formal training and they found that although they were sometimes able to help the enrollees with problems, they lacked the professional knowledge necessary. One supervisor commented that the counseling and educational services were needed by the youths more than the employment experience. The supervisors were overwhelmed by the magnitude of many of the problems facing the enrollees.

The enrollees were not entirely satisfied with the jobs located for them. These were mainly irregular odd jobs, and although the students were pleased to be able to earn money, they would have preferred to have a more businesslike job. The jobs provided averaged an hourly wage of $1.25 which was considered adequate by most of the youths. These jobs were located through the employment service and the use of the mass media (e.g. newspapers, radio, posters, handbills, etc.)

The program administrators feel that in the future the program may only be run in the summer. There is a need to improve the non-employment aspects of the program. They plan to keep this year's method of reaching enrollees through existing agencies, but will concentrate on an outreach system for the disadvantaged.

Chapter 3

INTERNAL EVALUATION OF TWO SUMMER I-TRY PROGRAMS

Two of the summer programs conducted internal evaluations at the end of the summer and in the fall. The student's reaction to the program and their attitudes and behavior were measured in these evaluations. The following is a brief description of the evaluations conducted in Waterloo and Des Moines.

Waterloo [1]

Metropolitan Improvement Services had three major sources of information for their internal evaluation of the summer program: (1) a work supervisor evaluation of the enrollees performance, (2) an investigation into the involvement of black I-TRY participants in a walkout at East High School, and (3) the results of a questionnaire administered in the fall of 1968 to all I-TRY participants.

The work supervisors were asked to rate the enrollees under their supervision in the following categories: (1) learns the job, (2) follows instructions, (3) shows initiative, (4) relationship with others, (5) general appearance, (6) attendance, and (7) promptness.

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[1] See the report of November 1968 by Duane Stewert on the MIS evaluation.

The ratings given were superior, 1 point; satisfactory, 2 points; and unsatisfactory, 3 points. If an enrollee was superior in all seven categories, he would achieve a score of 7 points. If he was unsatisfactory in all seven categories he would score 21 points. Of the 90 enrollees rated, the average score was 11.7 points or 1.7 points per category which is slightly above satisfactory. Only eight in this sample had scores above 14, indicating unsatisfactory performance. Twenty-five enrollees scored ten points or below, putting them in the superior range.

The second part of Waterloo's evaluation involved the participation of black students in a walkout at East High School. Only 9% of the black students who were MIS enrollees participated in the walkout compared to 42% of all black students at East High School. The lesser involvement in this protest by MIS enrollees was evidence to the community of the success of the program.

The third aspect of this internal evaluation was a questionnaire administered to the enrollees. Questions concerning their evaluation of the program; how they spent their income, and what they felt they received from the program were asked. Some of the results follow. Thirty-two percent of the earnings were spent on clothing, 4% on school supplies, 2% for shows, 9% for other recreation, 22% for savings, and 28% unaccounted for. The amounts spent on clothing and savings indicate positive effects from the program. Some money was saved by 74% of the enrollees.

Table 3.1 indicates the responses to questions evaluating the program. All ten items received a majority of positive responses indicating an overall positive response to the program. Amount of pay, type of work, working hours, lunch breaks, transportation and related instruction received the highest percentage of negative responses. Most popular were the work supervisors.

TABLE 3.1

Enrollee Evaluation of MIS Program

	% Approve	% Disapprove	% No Response
Amount of pay	59	35	6
Supervisors	83	3	14
Place of employment	65	17	18
Transportation	59	25	16
Type of work	60	29	11
Working hours	65	27	8
Related instruction	60	25	15
Lunch break	61	28	11
Airplane ride	57	13	30
Picnic	60	11	29

Fourteen percent believed the work was too difficult while 13% felt their work was too easy. Thirty-nine percent indicated they had learned considerably from the program, 50% an average amount, and 9% very little. Eighty-six percent believed their employer would hire them again opposed to 11% who believed he would not.

All three aspects of the Waterloo internal evaluation indicated positive effects for the youths involved.

Des Moines[2]

The Des Moines OYO Program used the following four sources of information for their internal evaluation: (1) a questionnaire concerning the enrollees' attitudes about the various aspects of the OYO Program, (2) a person-to-person interview of a sample of enrollees by a school counselor, (3) a rating form completed by the enrollees' work supervisor, and (4) personal interviews of 25 enrollees to discover why they did not attend the training sessions.

The enrollees were asked to rate various aspects of the OYO Program on a scale of one to five (liked very much to disliked very much). Table 3.2 gives the results for the 305 enrollees completing this questionnaire. The scores ranged from liked very much down to a mild dislike of the job. Training assistants who worked with the youths in the educational counseling component of OYO and the field supervisors were well liked. The work supervisors who handled the youths on the job were not as popular, possibly because of a necessity for discipline. The field trips and noon speakers did not appear to be popular. The jobs received the lowest ratings probably because of the menial nature of the work.

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[2] See the final report on OYO for further information.

TABLE 3.2

Responses to OYO Questionnaire[a]

	Average Score
Training Assistants	1.68
Field Supervisors	1.98
Training Sessions	2.15
Field Aides	2.31
Work Supervisors	2.32
Field Trips	3.05
Noon Speakers	3.35
Job	3.36

[a]Meaning of scores: (1) liked very much, (2) liked, (3) undecided, (4) disliked, and (5) disliked very much.

The second source of information was personal interviews of a sample of enrollees by Ray Nash, a counselor for the Des Moines Public School system. He found the training sessions to be one of the most popular portions of the program. Most enrollees liked them because of the scope of problems considered and praised the training assistants who led the sessions. Mr. Nash said, "In all cases the trainees showed signs of self respect and self reliance because of their efforts to have and hold a job."

Work supervisors were generally viewed with respect although some conflicts were brought out. The field aides who were trainees used to set examples for other trainees in addition to supervising were received with mixed emotions. Some trainees felt that the field aides did a good job, but others felt that they weren't needed. The pay differential was a negative factor.

The field trips and noon speakers received a negative reaction because of a lack of discipline on the field trips and the adult-level of material used by the speakers.

The third aspect of the evaluation was a rating by work supervisors of reliability, work attitudes, cooperation, and progress of the enrollees under their supervision. The scores ranged from 0 (unsatisfactory) through 5 (average) to 11 (excellent). A total of 435 individuals were rated. The median score for reliability was 6 (high average). Excellent ratings were received by 113 while unsatisfactory ratings were received by 38. The median score for work attitude was 6 (high average). Excellent ratings were achieved by 54 and unsatisfactory ratings by 68. The median score for cooperation was 7 (above average). Excellent ratings were received by 106 and unsatisfactory ratings by 32. The median score for progress was 6 (high average). Excellent ratings were achieved by 58 while unsatisfactory ratings were received by 54. Work attitudes and progress appeared to be the weakest points while reliability and cooperation were best. In general the work supervisors rated the enrollees positively on all four aspects.

The fourth aspect of the evaluation (the training session evaluation) revealed that 11 of the 25 youths interviewed did not attend the sessions because of racial problems. Some of these felt there were too many blacks at the "Y" and they were rowdy. Some had seen fights involving racial problems and were afraid to attend these mixed group sessions.

Six of the 25 interviewed felt the sessions were boring and not well prepared. Six did not attend because of illness and lack of transportation. The remaining two did not attend because of other part-time jobs and a lack of understanding of program aims.[3]

As a result of this evaluation several conclusions were reached: (1) the training sessions were well liked by the youths, (2) the enrollees had a reasonable degree of success on their jobs, (3) the use of indigenous youths in a staff capacity had advantages and disadvantages, (4) the staff was close to the needs of the youths but had difficulty maintaining a professional approach to their jobs, and (5) there was merit in paying the youths through their employers, but the youths had difficulty understanding the various payroll procedures.

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[3] See the final report and evaluation of Operation Youth Opportunity.

Chapter 4

SUPERVISOR OPINIONS REGARDING SUMMER I-TRY PROJECT

In this chapter we will present in summary form the results from a questionnaire sent to each Summer I-TRY supervisor. While only about 32 percent of the supervisors answered the questionnaire, those who took the time to complete it supplied us with some interesting information. The questionnaire used is presented at the end of the chapter.

Cedar Rapids

There was some feeling that more formal training should have been supplied to the supervisors. It would not have to be long in duration, but a formal orientation as to their job was desired.

In performing their jobs the Cedar Rapids supervisors had some problems from minor fights and from too small a number of jobs being available. There was also a problem of inadequate tools for domestic work.

The supervisors found that most of the youths would use them only to discuss their jobs; however, some of the youths did use them several times to

discuss their personal problems. The "Dutch Uncle" idea used in Cedar Rapids was mentioned favorably.

The youths' attitude toward their jobs was better at the beginning of the summer than at the end, but most were dependable. Most of the youths did their job well most of the time. The number of complaints was small.

The supervisors had some discipline problems, but none of them encountered any problems that couldn't be handled by the supervisor or by the program director.

The supervisors felt the educational services available to the youths were valuable, but the attendance was poor. Transportation problems was one reason mentioned for the poor attendance, and the suggestion was made that the youths should have been made more aware at the outset of the program that the educational services were a part of the program.

The supervisors recommended that more work be done on future projects of this type to locate and pre-inspect job sites. Moreover, transportation had to be improved to the jobs and they felt that the office organization could be improved.

Davenport

The Summer I-TRY supervisors here felt the training was adequate, given their background, but one felt the objectives of the program were somewhat vague.

In performing their jobs the supervisors encountered some problems. Some of the more serious were the fact that some of the equipment was lost and some was lacking from the beginning, and one or two neighborhoods didn't want blacks around. There were also some transportation problems,

some difficulty finding yards to use, some youths who lost interest in their job, and some people who objected to the childrens' noise. Some supervisors also encountered neighborhood cliques and children who wouldn't come out to play.

Most of the supervisors felt they were used by the youths to discuss personal problems, and racial issues. One supervisor reported being seldom used as a counselor, and a second supervisor reported being successful by counseling in an indirect manner.

Most of the youths were responsible and were proud to be earning money in the summer. However, many of the youths looked at the job only as a means to earn money, and their attitude toward the program lagged by the end of the summer. Some of the youths saw it as just a $1.25 an hour babysitting venture.

The Davenport supervisors reported that most of the youths were successful in performing their jobs, and some were very successful. The supervisors felt they performed a service for mothers in Davenport, but they had a more difficult time after the newness of the program wore off and they lacked things to do. One supervisor reported the youths learned how to handle and teach children.

The supervisors didn't encounter any serious disciplinary problems. There was some tardiness, some smoking on the job, and some refusal to work. One supervisor reported it took a while to get the leaders to play by the rules and accept responsibility for the childrens' safety.

There was some mixed feelings reported about the educational field trips. Some supervisors felt the trips were very beneficial, but others

reported that the trips were geared to younger boys and girls and that the trips did not necessarily relate to job opportunities or reasons for education. One supervisor reported that the leaders participated in the talks about blackness, prejudice, and religion.

The supervisors suggested a long list of recommendations. Included were the suggestions to find youths who were interested in this type of summer work; to have more equipment available; to have more defined work areas; and to have more publicity about the program. Moreover, a weekly workshop was suggested to train leaders in more activities. Some supervisors felt the program should be run for a shorter period of time, and others thought that larger teams should be used so that one person doesn't have to carry the major load. There was also a desire for more trained counselors being available.

Des Moines

The supervisors in the Des Moines Summer I-TRY program felt a strong need for more training, and felt that there should have been a closer feeling between them and the other program staff. The supervisors also reported some problems between staff members in performing their jobs, and one supervisor reported that the employers were a problem.

The supervisors felt that the youths were willing to use them for counseling purposes, and one supervisor reported that he mainly listened to their problems.

Most of the youths had a good attitude towards their job, and appreciated the opportunity to earn money. However, some of the youths disliked the menial type of labor, and some of them had problems with the permanent

workers. The supervisors reported they were satisfied with the youths' job performance.

The Des Moines supervisors did not report any serious disciplinary problems; although there was some general rowdiness at the YMCA, and some boys resented authority.

The feeling was mixed about the educational services supplied to the youth. One supervisor felt that if they were small, and well organized they could be very beneficial; however, another supervisor felt that they were poorly operated and of little value to most of the youths.

The Des Moines supervisors felt strongly that the program staff needed more organization and supervision. They also saw a need for more staff orientation as to job duties. One supervisor suggested the hiring of people with two years of college or more for the staff jobs; and another supervisor felt that the industry visitations should be dropped.

Waterloo

The Waterloo Summer I-TRY supervisors believed that more training was necessary for their jobs. In performing their jobs the supervisors did run into some problems. It was hard to motivate some youths because they didn't feel they were accomplishing anything meaningful. Also, there were some personality clashes among the workers. One supervisor reported that some of the people the youths worked for didn't previously realize that the youths were young and unskilled.

The supervisors reported that they were not used very much by the youths for counseling concerning the youths' personal problems. The supervisors felt that the youths were enthusiastic about the opportunity to work, and

were competitive and understood their job. However, one supervisor felt the youths were not interested in the specific work available.

The Waterloo supervisors felt that the youths in the summer program did their jobs well. However, one supervisor felt some of the workers slacked off a little as the summer progressed.

The youths only had minor disciplinary problems according to the supervisors. One supervisor reported some problems between whites and blacks. The youths did not seem to be very enthusiastic about the educational services; but one supervisor reported that the majority of the youths benefited from the experience despite the constant complaining about attending the business visitations, etc.

The supervisors had three suggestions for improving the Waterloo project. They suggested finding better jobs, rotating crews in order to eliminate boredom, and having better salaries and screening for the supervisors.

Summary

Looking at the completed questionnaires as a group, we find that most of the supervisors desired more training and/or orientation. On the whole they had only minor disciplinary problems. They thought the youths in the program did a good job and had a good attitude towards the program, although most of the supervisors found a lessening of the youths' enthusiasm towards the end of the summer. Moreover, many of the youths thought the actual jobs were somewhat menial. The supervisors had mixed feelings about the educational services the programs supplied, but it is probably fair to say that

most of the supervisors thought these services could be better integrated into the overall program. The supervisors in each city had specific suggestions for their respective programs.

Name _____

Address _____

_____

Please feel free to write on the back or another sheet of paper if the space is not adequate.

1. What were the main responsibilities of your job as you see it?

2. Describe how you handled your duties as ___ Supervisor? What did your day consist of?

3. How were you trained at the beginning of your program? Was this training adequate?

4. What problems did you encounter in performing your job?

5. Were the ___ workers willing to use you for counseling with personal problems?

6. What type of attitude did your____ workers have about their job? How did they view their responsibilities?

7. How successful were your ___ workers in performing their jobs?

8. Were there disciplinary problems?

9. Did you feel the educational services such as visiting businesses, recreation, etc. changed the attitudes of the ___ workers?

10. Are there any case studies which might be of particular interest to us? Typical worker, amazing success, disappointing failures. Please elaborate.

11. What suggestions would you have for improving a program of this type in the future?

12. Please add any comments you wish to make on areas not covered above.

Thank you.

Chapter 5

CHARACTERISTICS, FOLLOW UP AND EFFECTIVENESS OF SUMMER AND YEAR-ROUND I-TRY PROJECTS

In the following six sections we will discuss three aspects of the Summer and Year-Round I-TRY Projects. These aspects include the characteristics of the participants, the follow up evaluation of the program by the participants, and an estimate of the effectiveness of the program derived by comparing the participants to a control group of non-participant youths.

Participant Characteristics of Summer I-TRY

The following information is derived from Questionnaire I administered to the participants during the summer of 1968. Of the approximately 1,037 youths going into I-TRY, we reached 860 with our questionnaire.[1]

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[1] For the questionnaire used and the data tables see Questionnaire Appendix I and Data Appendix A in Appendixes to Accompany the Project I-TRY Evaluation, Industrial Relations Center, Iowa State University (1969).

An examination of the questionnaires completed by the youths who participated for the entire Summer I-TRY Project shows that the average participants were quite young. In Davenport the Community Pride Inc. (CPI) Play Corps youths were on average 14.8 years old while the Neighborhood Youth Corps (NYC) Play Corps youths were 15.6 years old on average. The average age in Cedar Rapids was 15.3 years while the average age in Des Moines and Waterloo were respectively 15.6 years and 14.6 years. Thus the summer program was aimed heavily at the very young whose chances of summer employment are the smallest.

A majority of the participants were male, and this figure stood at about 60% with only two exceptions. In the Davenport NYC program only 39% were male while in the Waterloo program 92% were males. The percentage who were males in Davenport CPI, Cedar Rapids, and Des Moines was respectively 60%, 58%, and 57%.

The majority of the participants were caucasian with the exception of Des Moines where 46% of the participants were caucasian. In Cedar Rapids the percentage of caucasians was 73% while it stood at about 50% in Davenport CPI and NYC and Waterloo -- 50%, 58%, and 52% respectively.

The level of education was of course highly correlated to the age distribution. The overall average school level was about 9 years, with an average of 8.7 years in Davenport CPI, 9.2 years in Davenport NYC, 9.0 years in Cedar Rapids, 9.4 years in Des Moines, and 8.4 years in Waterloo.

The I-TRY program reached mostly in-school youth (with the main motive of keeping them in school). Thus, the number of school dropouts was very small. There were no school dropouts in the Davenport CPI and

only 2% in the Waterloo program. There were 4% school dropouts in the Davenport NYC, 6% in Cedar Rapids, and 5% in Des Moines. The reasons for not returning to school were varied and are contained in Table A.6 (see footnote 1 of this chapter).

The number of people in the household tended to be fairly large among the participants. The average number was 7.1 in Davenport, and 7.4 in Waterloo. It was smaller in Cedar Rapids and Des Moines, only an average of 5.9 persons in both cities.

The majority of the participants were from families with a male head. The percentage of families with a male head was between 56% and 77%. The 56% was in Waterloo, while the Davenport CPI figure was 77%, and the Davenport NYC percentage was 73%. The respective percentages in Cedar Rapids and Des Moines were 65% and 61%.

The education level of the family head averaged to less than high school (12 years) in all four cities. The figure was 11.0 years for Davenport CPI and 10.3 years for Davenport NYC. For the other three cities it stood at just about 11 years. The average education level of the family head was 11.0 years in Cedar Rapids, 11.3 years in Des Moines, and 11.2 years in Waterloo.

In all four cities except Davenport about one-third of the participant families had their father not living at home. The figure was 23% in Davenport CPI, and 19% in Davenport NYC. The percentage of families with the father not living at home was 34% in Cedar Rapids, 31% in Des Moines, and 35% in Waterloo.

There was an average of two people with a job in each participant's household. The figure was 2.3 in Davenport CPI, and 1.9 in Davenport NYC,

Cedar Rapids, and Des Moines. The Waterloo figure was 2.1 people.

The number of people in each household reported looking for a job averaged below 1, but this was probably due to the fact that if a youth left the question blank we could not determine whether that meant he ignored the question, or there was actually nobody looking for a job.

The participants in the summer program expected to attain an educational level of about 14 years (which would be almost 3 years above the education level attained by their family head). The average expected future education level in the Davenport CPI program was 14.1 years, and 13.7 years in the Davenport NYC program. This figure in Cedar Rapids, Des Moines, and Waterloo was 13.9 years, 14.5 years, and 13.7 years respectively.

Participant Follow Up Evaluation of Summer I-TRY

During March of 1969 the summer participants were given a follow up questionnaire (Questionnaire II).[2] Approximately 58.3% of the youths starting the program were reached with Questionnaire II. The follow up questionnaire dealt with future education and job plans, as well as a participant evaluation of the summer program.

The follow up questionnaire revealed that practically all the participants were in school at that time. The total percentage of summer participants in school was 95%. This figure was about the same in all four cities -- 97.7% in Davenport, 91.6% in Cedar Rapids, 94.8% in Des Moines, and 100% in Waterloo. (In this section the Davenport participants

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[2]For the questionnaire used and data tables see Questionnaire Appendix II and Data Appendix B in Appendixes to Accompany the Project I-TRY Evaluation, Industrial Relations Center, Iowa State University (1969).

will be treated as one group.) The same approximate percentages held true for the number of participants who plan to finish high school. The total percentage of the participants (who answered this question) planning to finish high school was 96.4%. This figure was 97.6% in Davenport, 92.3% in Cedar Rapids, 97.6% in Des Moines, and 97.8% in Waterloo.

A majority of all the answering participants were taking or planning to take vocational courses during high school. The percentage for all four cities was 63.5%. This figure varied from a low of 52.4% in Davenport to a high of 67.1% in Des Moines. The percentage was 64.4% in Waterloo, and 58.1% in Cedar Rapids.

As might be expected with this type of target population, only 25% of the participants said yes to the question about planning to go to a four year college. There was some variance in the response to this question by city. In Cedar Rapids only 12.8% of the participants said yes to planning to go to a four year college, while 30.4% said yes in Des Moines. This figure was 23.2% in Davenport and 25% in Waterloo.

The percentage of responding participants who said yes to planning to go to a junior college was only 10.9%. Again there was some variance in the responses by city. Only 4.9% said yes to junior college in Davenport, and 15.3% said yes in Waterloo. This figure was 10.9% in Des Moines, and 10.1% in Cedar Rapids.

As might be expected, the percentage of responding summer participants who said yes to the question about planning to go to vocational school was almost one-third. The figure was close in all four cities -- 32.5% in Davenport, 27.8% in Cedar Rapids, 28.7% in Waterloo, and 34.9% in Des Moines.

A large percentage of the responding participants reported no problems with school or law authorities. The total percentage was 94.6%, and there was little variance by city. The figure was 93.0% in Davenport, 93.7% in Cedar Rapids, 95.1% in Des Moines, and 95.5% in Waterloo.

A clear majority of the responding participants believed that they would have had no summer job without I-TRY. The percentage was 54.6%. This figure varied little by city -- 52.4% in Davenport, 56.8% in Cedar Rapids, 53.0% in Des Moines, and 58.1% in Waterloo.

One of the questions asked of the participants was how they spent their earnings. They were asked what amount of money (none, little, some, or most) they spent on entertainment, personal items, school expenses, savings, transportation, and family support.

A majority of the responding participants (59.1%) spent little or none of their summer earnings on entertainment. This figure varied somewhat by city. The percentage was 62.1% in Davenport, 52.3% in Cedar Rapids, 58.2% in Des Moines, and 72.3% in Waterloo.

A majority of the responding summer participants reported spending most of their money on personal items (clothes. etc.). This figure did vary by city. On the high side was Des Moines (60.1%) and Davenport (53.4%). A little lower was Cedar Rapids (43.7%) and Waterloo (40.5%). The overall figure reporting spending most of their money on personal items was 52.9%.

A slight majority of the responding participants (52.0%) spent little or none of their earnings on school earnings. This figure did fluctuate from city to city. In Davenport the percentage was 46.1%; in Des Moines it was 51.2%; in Waterloo it was 55.7%; and in Cedar Rapids it was 53.7%.

A small majority of the responding summer participants (51.2%) spent some or most of their earnings on savings. This figure also fluctuated by city. The Davenport figure was 60.5%; the Cedar Rapids figure was 54.6%; the Des Moines figure was 46.7%; and the Waterloo figure was 51.8%.

The responding participants, by a clear majority, spent little or none of their earnings on transportation. The figure was 63.9%. Each of the cities had a different percentage -- Davenport (81.6%), Cedar Rapids (74.5%), Des Moines (53.7%), and Waterloo (80.0%).

The responding participants, also by a clear majority, spent little or none of their earnings on family support. The figure was 73.6%. This percentage varied somewhat by city. In Davenport it was 76.9%; in Cedar Rapids it was 80.4%; in Des Moines it was 70.8%; and in Waterloo it was 71.8%.

The summer participants were asked to report if they received help or advice concerning personal, family, job, financial, or law problems or decisions. They ranked the advice as not needed, needed but not received, received but not helpful, received and somewhat helpful, or received and very helpful. In examining the responses a majority of the responding participants felt they did not need advice concerning any of the above problems or decisions except for the job area.

Concerning personal problems, 60.2% of the responding participants believed they didn't need help. This figure varied somewhat by city. In Davenport the percentage was 55.5%; in Cedar Rapids it was 52.9%; in Des Moines it was 62.0%; and in Waterloo it was 67.6%.

A majority (65.1%) of the responding participants also believed they

didn't need help or advice concerning family problems. This figure did not vary too much by city. It was 75.7% in Davenport; it was 61.7% in Cedar Rapids; it was 64.7% in Des Moines; and it was 67.2% in Waterloo.

When it came to job problems or decisions, just under a majority of the responding participants (48.4%) believed they received somewhat helpful or very helpful advice or help. There was some variance in this number by city. In Davenport the figure was 60.0%, while in Waterloo it was only 38.9%. The percentage in Cedar Rapids was 58.2%, and it was 45.1% in Des Moines.

A majority of the responding participants (61.6%) felt they didn't need help regarding financial problems. This figure did not vary too much by city. It was 55.5% in Davenport; it was 59.0% in Cedar Rapids; it was 60.8% in Des Moines; and it was 72.0% in Waterloo.

Concerning law problems, a clear majority (82.2%) of the participants felt they didn't need advice. This figure was about the same in all four cities -- Davenport (88.2%), Cedar Rapids (83.9%), Des Moines (79.0%), and Waterloo (90.5%).

The participants were also asked whether they had received any help or advice in the past year from school counselors, the employment service, the I-TRY counselors, the I-TRY supervisors, the I-TRY fellow workers, parents, teachers, friends or relatives, and minister, priest or rabbi. They were asked to rank the help or advice as not needed, needed but not received, received very little, received some, and received much.

A majority of the responding summer participants answered they received some or much advice from their school counselors. The figure was 55.2%.

This percentage was about the same in every city except Waterloo. The figure was 53.8% in Davenport, 59.5% in Cedar Rapids, and 56.9% in Des Moines. However, this figure was only 41.0% in Waterloo.

Concerning the employment service, a majority of the responding participants felt they didn't need their advice (45.0%) or needed but did not receive advice (10.8%). These figures were about the same in each of the cities. The respective figures in Davenport were 40% (not needed) and 22.8% (needed but not received); in Cedar Rapids they were 49.1% and 10.5%; in Des Moines they were 43.4% and 11.0%; and in Waterloo they were 47.2% and 4.2%.

A majority of the responding participants (55.1%) felt that they didn't need the advice of the I-TRY counselors. This figure was about the same in each city except Davenport. The figure was 62.8% in Cedar Rapids, 51.7% in Des Moines, and 62.0% in Waterloo. The figure was only 42.8% in Davenport.

The above pattern held for the responses about the I-TRY supervisors. Of the responding participants, 54.0% felt they didn't need the help of I-TRY supervisors. Again this figure was about the same in each city except Davenport. The figure was 53.3% in Cedar Rapids, 54.4% in Des Moines, and 58.8% in Waterloo. The figure was only 42.8% in Davenport.

The above pattern also held for the responses about the I-TRY fellow workers. Of the responding participants, 57.1% felt they didn't need any help or advice from their I-TRY fellow workers. The figure was 66.4% in Cedar Rapids, 54.8% in Des Moines, and 62.0% in Waterloo. However, this figure was only 36.1% in Davenport.

Perhaps not surprisingly, a clear majority of the responding participants (68.0%) felt they received some or much advice or help from their parents. This figure was about the same in each city. The percentage was 81.5% in Davenport; it was 71.6% in Cedar Rapids; it was 68.1% in Des Moines; and it was 53.4% in Waterloo.

There were no clear patterns in the responses about the help or advice of teachers, and friends or relatives with two exceptions. In Davenport a majority of the responding participants (54.0%) felt they received some or much advice or help from their friends or relatives; and in Waterloo a majority of the responding participants felt they didn't need help or advice from their teachers, and friends or relatives (52.8% and 57.7% respectively).

A majority of the responding participants felt they did not need help or advice from their minister, priest or rabbi. This figure was 66.1%. It was 70.6% in Davenport, 64.4% in Cedar Rapids, 63.6% in Des Moines, and 76.5% in Waterloo.

The I-TRY summer participants were also asked to evaluate seven aspects of the program. They could respond no opinion, did not like, liked little, liked some, or liked much.

A large majority of the responding participants (76%) liked the type of job some or much. The percentage was about the same in each city. It was 81.4% in Davenport; it was 71.0% in Cedar Rapids; it was 76.8% in Des Moines, and it was 78.5% in Waterloo.

A majority of the responding participants liked their job supervisor much. The average figure was 54.9%. It was 61.9% in Davenport; it was

51.5% in Cedar Rapids; it was 54.8% in Des Moines; and it was 57.9% in Waterloo.

Concerning the job pay, a majority of the responding participants (65.8%) liked it some or much. This was true for all the cities except Waterloo. The figure was 76.2% in Davenport; it was 63.4% in Cedar Rapids; and it was 69.4% in Des Moines. However, in Waterloo it was 49.3%.

A clear majority of the responding participants (74.2%) liked the hours of work available some or much. This percentage did not vary too much by city. It was 73.7% in Davenport; it was 60.5% in Cedar Rapids; it was 83.3% in Des Moines; and it was 62.4% in Waterloo.

A majority of the responding participants liked the I-TRY counseling some or much. The average figure was 54.4%. This figure varied a little by city. It was 66.7% in Davenport; it was 58.8% in Des Moines; it was 43.2% in Cedar Rapids; and it was 47.9% in Waterloo.

The educational activities were liked some or much by a majority (57.6%) of the responding participants. This finding was about the same in each city. The percentage was 61.8% in Davenport, 50.6% in Cedar Rapids, 61.4% in Des Moines, and 52.0% in Waterloo.

The program fellow workers were liked some or much by a large majority of the responding participants. The average percentage was 82.4%. It was 80.9% in Davenport; it was 77.1% in Cedar Rapids; it was 84.8% in Des Moines; and it was 82.7% in Waterloo.

As might be expected from the foregoing, a large percentage of the responding summer participants would recommend the program to a friend or relative. The average figure was 76.2%. It was about the same in all

four cities -- Davenport (79.1%), Cedar Rapids (64.7%), Des Moines (81.7%), and Waterloo (72.8%).

Effectiveness of Summer I-TRY

In order to get a good indication of the effectiveness of the Summer I-TRY Program we compared the responses to certain questions between a group of participants in each city and a control group selected in each city.[3] The method of comparison is the Chi Square Analysis, and in Data Appendix C (see footnote 3) we will report the data only for statistically significant Chi Square. (The others are available on request.)

We will first look at some Chi Squares run for each city and for the total summer program which will help us to determine the degree of confidence we can place in our control group. Then we will examine the results of Chi Square Analysis on such questions as the patterns of arrests, future occupation expectations, etc., between the participant groups and the control groups in order to determine the effectiveness of the Summer I-TRY Program.

The control group was selected on the basis of age, race, sex, educational level, number in household, sex of family head, socio-economic class, and geographical location. A Chi Square Analysis was run for all four cities on each of the above variables vs. program status (participant group or control group). Ideally there would be no statistically significant difference

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[3]For the questionnaires used and the data tables see Questionnaire Appendixes I, II, and IV, and Data Appendix C in Appendixes to Accompany the Project I-TRY Evaluation. For a description of the control group selection procedure see Technical Appendix A in the same publication.

between the participant and control groups on the basis of any of the above variables.

When we look at the age distribution between participant and control groups for all four cities combined we find a difference significant at the 95% level. The participants were concentrated in the 15 years and less categories, while the control group had a higher percentage in the 16 years and above categories. However, when we examine the age distribution city by city, we find only a significant difference in the distribution in Davenport. In Cedar Rapids, Des Moines, and Waterloo the control and participant groups do not have a significantly different age distribution.[4] In Davenport the participants were concentrated in the 15 years and below groups while the controls were concentrated in the 16 and 17 years groups.

Looking at the race distribution, we again find a significant difference for the total groups; but on a city by city basis the race distribution differs significantly only in Cedar Rapids and Davenport. In Des Moines and Waterloo the race distribution was the same between participants and controls. In Cedar Rapids the participants had a higher percentage of non-whites than the controls (the Chi Square was significant at the 97.5% level), and the same thing was true in Davenport (with the Chi Square significant at the 99.5% level).

Checking the sex distribution, we find no significant difference between controls and participants in the four cities, taken either separately or together.

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[4]The lowest level of significance accepted in this report is the 90% level.

The educational level distribution for all four cities combined was significantly different (at the 99% level). This was also true in Cedar Rapids and Davenport, but not in Des Moines and Waterloo. In Cedar Rapids the participants concentrated in the 7 through 9 years of education while the controls concentrated in the above 9 years categories. The same thing was true in Davenport. On the other hand, Des Moines and Waterloo did not have a significant difference in the participants vs. controls' educational level distribution.

The number in household distribution was significantly different only in Davenport and Waterloo. Davenport's participants concentrated in the 6 people and over household size, and the controls concentrated in the 5 people and below household size. The significance level was 99%. The participants and controls had about the same distribution in Waterloo (with a Chi Square significant at the 99.9% level).. The participants and controls had the same distribution concerning number in household in Cedar Rapids and Des Moines.

Looking at the sex of family head distribution we find a significant difference in Cedar Rapids and Waterloo, but not in Davenport and Des Moines. In both Cedar Rapids and Waterloo the participants had a higher proportion of female headed families than the controls. The respective significance levels were 99% and 97.5%.

The socio-economic class distribution was the same for participants and controls in every city except Cedar Rapids. In Cedar Rapids the controls had a higher percentage in the low numbered socio-economic classes (which represent high skilled jobs and high levels of education for the

family heads), and the participants had a higher percentage in the higher numbered socio-economic classes (which represent lower skilled jobs and low levels of education for the family heads). The level of significance was 95%. The socio-economic class is composed of the family head's occupation and education level. The education distribution was the same in all four cities for the participants and controls; however, the occupation distribution was significantly different in one of the four cities. In Cedar Rapids the controls had family heads concentrated in the high skill jobs, while the participants had family heads concentrated in the lower skill jobs.

The last variable used to select the control groups was geographical location (census tract). Looking at this variable we find no significant difference in its distribution between participants and controls in Cedar Rapids, Davenport, and Waterloo. In Des Moines there is a difference in the distribution, but only at the 90% level.

In reviewing the above we find that Des Moines has the best control group (using our eight variables as the sole criteria) since the Des Moines' participants and controls match on all the variables except location. The next best control group seems to be Waterloo. Waterloo's participants and controls matched on all variables except number in household (the controls had a smaller family size), and sex of family head (the controls had more male headed families). Davenport's participants and controls matched on four of the variables, but differed on age, race, educational level, and number in household. The Davenport controls were older, more educated, had smaller families, and were composed of a higher percentage of

whites. Finally the Cedar Rapids participants and controls matched on four variables, but differed on race, educational level, sex of family head, and socio-economic class. The Cedar Rapids controls had a higher percentage of whites, a higher educational level, a higher percentage of male headed families, and a higher percentage in the low numbered socio-economic classes (representing higher skilled jobs and higher levels of education for the family heads).

Turning from a check on the quality of the control groups, we can now use the Chi Square Analysis to look at the effectiveness of the Summer I-TRY Program.

The participants and controls were asked in the summer of 1968 and in March 1969 how much future education they thought they would receive. Looking at the distribution of responses we find nc significant differences between participants and controls except in Cedar Rapids. In Cedar Rapids the controls responded more heavily than the participants about going beyond high school (in both 1968 and 1969). However, while 48.6% of the participants responded in 1968 that they would only go through high school, 36% responded in 1969 that they would only go through high school. The respective figures for the controls are 30.8% and 27.8%. Thus, there is a definite indication that the Cedar Rapids program raised the educational expectations of its participants.

The participants and controls were also asked in the summer of 1968 and in March of 1969 what their future occupation would be. Looking at the distribution of responses we find no significant differences between participants and controls except in Cedar Rapids in 1969. The Cedar Rapids participants in 1969 answered more heavily in the lower skilled job

categories. Thus, it would seem that the program caused the participants to project themselves in somewhat lower skilled jobs. Of course, the Chi Square was only significant at the 90% level; and if this finding is true it may indicate a more realistic view of the job market on the part of these participants (given the population characteristics the program was working with) due to the I-TRY Program.

Another question asked of the participants and controls in the summer of 1968 and March 1969 was whether they were still in school. The responses in 1969 were distributed with no significant differences in all four cities. The 1968 responses were also distributed with no significant differences between participants and controls in all the cities except Cedar Rapids. The Cedar Rapids participants had a significantly higher percentage of out of school youth than the controls in 1968; however, in 1969 the school status responses distributed with no significant differences between participants and controls. This would indicate the program reduced the school dropout rate somewhat in Cedar Rapids.

The participants and controls were asked in 1969 if they had any problems with law authorities in the summer of 1968. When the responses are distributed by program status, we see no significant differences in Cedar Rapids, Davenport, or Waterloo. However, in Des Moines there was a difference significant at the 99% level. The Des Moines participants had a smaller percentage responding yes to the law problems question than the controls (2.1% vs. 11.8%).

In Cedar Rapids and Des Moines an attempt was made to get information on arrest records before, during, and after the I-TRY Program from juvenile

bureau and police records.[5] An arrest score was devised taking the quantity and "quality" of arrests into account. When these scores were examined by program status, significant differences were encountered.

In each city the participants and controls were asked how much they spent of their summer earnings on entertainment, savings, etc. When the responses on the quantity of earnings spent on entertainment are examined, we discover no significant differences in Des Moines and Waterloo, but significant differences in Cedar Rapids and Davenport. In the latter cities the controls spent significantly more on entertainment than the participants. This may be due to the program, or due to the total characteristics of the participants.

The responses on the quantity of earnings spent on personal items (clothes, etc.) showed a significant difference in Cedar Rapids and Des Moines. In both cities the controls spent significantly less on personal items than the participants. The significance levels were both 99%.

Quantity of earnings spent on school expenses by program status showed no significant differences except in Cedar Rapids. The Cedar Rapids participants spent more on school expenses than the controls. The level of significance was 95%.

There were no significant differences in each of the four cities concerning the quantity of earnings spent on savings and transportation. There were some significant differences in Des Moines and Waterloo concerning the quantity of earnings spent on family support. In both cities the

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[5] See Technical Appendix B in the publication Appendixes to Accompany the Project I-TRY Evaluation for an explanation of the arrest scoring procedure.

participants spent more on family support than the controls.

Both the participants and controls were asked to rate the help or advice they received during the past year concerning personal, family, job, financial, and law problems. There were absolutely no significant differences in the responses except for job problems. Concerning job problems, there were significant differences in Cedar Rapids, Des Moines, and Waterloo. As might be expected, the participants in each of these cities felt they had received more helpful advice than the controls.

Finally, the participants and controls were asked to rate the help or advice they received during the past year from school counselors, the employment service, parents, teachers, friends, and ministers. Only in the case of the employment service and ministers were any significant differences found. Concerning the employment service, there were significant differences in Cedar Rapids, Des Moines, and Waterloo. In all three cities the participants found the employment service more helpful than the controls. The significance levels were 99.95%, 99.9%, and 99.5% respectively. Concerning ministers, the only significant differences was in Cedar Rapids (at the 90% level). Again the participants found their ministers more helpful than the controls.

In summarizing the foregoing we can take a couple of different approaches. One approach is to put the four city programs together and look at just the total Summer I-TRY Program. In doing this we would find that the foregoing indicates that the Summer I-TRY Program raised the educational expectations of some participants, and lowered the percentage

of school dropouts among the participants. Moreover, the participants had less law problems in the summer of 1968 than the controls. When the distribution of responses to the earnings question are examined, we find four significant trends. The participants spent less on entertainment, and more on personal items, school expenses, and family support than the controls. This may indicate that the control groups were not a perfect match, and thus the participants needed the summer earnings more than the controls for such things as school expenses and family support. Of course, these findings also indicate that the program influenced the spending patterns of the participants. Finally, the Summer I-TRY Program seemed to influence the participants in that the participants found the advice or help they received concerning job problems, and the advice or help they received from the employment service significantly more helpful than the controls.

The reader should keep in mind that the I-TRY Program varied in operation from city to city, and thus looking at a total analysis is helpful but a city by city analysis (such as we did above) is also extremely helpful.

Another approach to summarizing the foregoing analysis is to concentrate on the Des Moines program. The reason for this would be the fact that the Chi Square Analysis revealed the Des Moines control group to be the best as far as matching the participant group's characteristics. Looking only at the Des Moines program we find the participants had significantly less problems with the law authorities in the summer of 1968 than the controls. Moreover, as far as quantity of earnings spent was concerned the

Des Moines participants spent more on personal items and family support than the controls. Finally, the Des Moines program seemed to influence the participants in that the participants found the help or advice they received concerning job problems, and the advice or help they received from the employment service significantly more helpful than the controls.

Participant Characteristics of Year-Round I-TRY

The following information is derived from Questionnaire I administered to the participants during the fall of 1968. Of the approximately 445 youths who entered the Year-Round I-TRY programs we reached 340 with Questionnaire I.[6]

An examination of the questionnaire completed by the youth who participated in the Year-Round I-TRY Project shows that the average participant was quite young. In Davenport the youths had an average age of 15.1 years; in Cedar Rapids the average age was 15.7 years; in Waterloo the average age was 16.4 years; and in Iowa City the average age was 15.0 years. The Des Moines participants had the lowest average age -- only 13.7 years.

A majority of the participants were male, but the figure fluctuated from city to city. The percentage was only 47.0% in Cedar Rapids and 42.3% in Waterloo. However, it went to 63.0% in Des Moines, 66.6% in Iowa City, and 80.0% in Davenport.

The majority of all the participants were caucasian, but only two cities had a majority of caucasians on a city by city breakdown. In Iowa City

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[6] For the Questionnaire used and the data tables see Questionnaire Appendix I and Data Appendix D in Appendixes to Accompany the Project I-TRY Evaluation.

100.0% were caucasians, and in Cedar Rapids 93.9% were caucasians; however, in Davenport, Des Moines, and Waterloo the percentage of participants who were caucasian was respectively 33.3%, 44.8%, and 20.0%.

The level of education was of course highly correlated to the age distribution. In Davenport most of the participants had 8 or 9 years of education, and the same was true in Cedar Rapids. The majority of Waterloo participants had 10 or 11 years of education, and the majority of Iowa City participants had 9 or 10 years of education. Des Moines had the lowest distribution of educational attainment with a majority having 7 or 8 years of education.

The Year-Round I-TRY Program reached mainly in-school youth, with the main motive of keeping them in school. Thus, the number of school dropouts was very small. There were no school dropouts in Davenport or Iowa City while the percentage of school dropouts was 9.8% in Cedar Rapids, 0.8% in Des Moines, and 19.2% in Waterloo.

The number of people in the household tended to be large among the participants. It was lowest in Cedar Rapids with an average of 5.9 people, and it was highest in Davenport with an average of 8.2 people. The average number of people in the household was 6.2 people in Des Moines and Iowa City, and the average number was 7.2 people in Waterloo.

About one-third of the participants had their father not living at home. The figure was 30.0% in Davenport, 35.3% in Cedar Rapids, 31.2% in Des Moines, 34.6% in Waterloo, and 44.4% in Iowa City.

There was an average of about 2 people with a job in each participant's household. The figure was 1.8 in Davenport, 2.0 in Cedar Rapids, 1.7 in Des Moines, 1.9 in Waterloo, and 1.6 in Iowa City.

The number of people in each participant's household looking for a job was reported at an average of 1.4 people. This figure was 1.3 people in Davenport and Iowa City, it was 1.4 people in Cedar Rapids and Des Moines, and it was 1.5 people in Waterloo.

The majority of participants were from families with a male head. The percentage of families with a male head was between 57.9% and 70.0%. The 57.9% figure was in Des Moines, and the 70.0% figure was in Davenport. The figure was 66.7% in Cedar Rapids and Iowa City while it was 69.2% in Waterloo.

The education level of the family head averaged to less than high school in all four cities. The figure was 10.2 years in Cedar Rapids, Waterloo, and Iowa City; it was 10.7 years in Des Moines, and it was 11.4 years in Davenport.

A high percentage of the year-round program participants did not report any problems with school or law authorities. In Davenport 100.0% of the participants reported no problems. This figure was 62.3% in Cedar Rapids and Des Moines; it was 74.1% in Waterloo; and it was 60.0% in Iowa City.

The participants in the year-round program expected to attain an education level of 13.4 years, which would be almost 3 years above the education level attained by their family head. The average expected future education level was 14.6 years in Davenport, 14.5 years in Cedar Rapids, 13.1 years in Des Moines, 14.2 years in Waterloo, and 13.3 years in Iowa City.

Participant Follow Up Evaluation of Year-Round I-TRY

During March of 1969 the year-round participants were given a follow up questionnaire (Questionnaire II).[7] The questionnaire dealt with future education and job plans, as well as a participant evaluation of the year-round program. We reached 239 youths with Questionnaire II.

The follow up questionnaire revealed that practically all the participants were in school at that time. The total percentage of responding year-round participants in school was 98.7%. This figure was 100.0% in every city except Cedar Rapids where it was 93.5%. The same approximate percentages held true for the number of participants who plan to finish high school. The total percentage of responding participants planning to finish high school was 93.7%. This figure was 100.0% in Davenport, Waterloo, and Iowa City; it was 97.8% in Cedar Rapids; and it was 91.1% in Des Moines.

A majority (68.1%) of the responding participants were taking or planning to take vocational courses during high school. The percentage varied from city to city. It was 33.3% in Iowa City, 51.1% in Cedar Rapids, 62.5% in Waterloo, 70.0% in Davenport, and 75.3% in Des Moines.

As might be expected with this type of target population, only 18.3% of the participants said yes to the question about planning to go to a four year college. There was some variance in the response to this question by city. In Waterloo only 12.5% of the responding participants said yes

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[7] For the questionnaire used and the data tables see Questionnaire Appendix II and Data Appendix E in Appendixes to Accompany the Project I-TRY Evaluation.

while 30.4% said yes in Cedar Rapids. The figure was 22.2% in Davenport and Iowa City, and it was 14.8% in Des Moines.

The percentage of responding participants who said yes to planning to go to a junior college was only 13.8%. Again there was some variance in the responses by city. Only 9.9% said yes to attending a junior college in Des Moines, and 28.9% said yes in Cedar Rapids. This figure was 10.0% in Davenport, 11.1% in Iowa City, and 12.5% in Waterloo.

As might be expected, the percentage of responding year-round participants who said yes to the question about planning to go to a vocational school was one-third. The figure was 40.0% in Davenport, 42.2% in Cedar Rapids, 28.9% in Des Moines, 49.9% in Waterloo, and 22.2% in Iowa City.

A very large percentage of the responding participants reported no problems with school or law authorities. The total percentage was 80.6%, and there was some variance by city. The figure was 90.0% in Davenport 86.7% in Cedar Rapids, 79.7% in Des Moines, 68.8% in Waterloo, and 75.0% in Iowa City.

A clear majority of the responding participants believed that they would have had no job or earned less without I-TRY. The percentage was 74.9%. This figure varied little by city -- 77.8% in Davenport, 71.1% in Cedar Rapids, 78.6% in Des Moines, 60.0% in Waterloo, and 66.6% in Iowa City.

One of the questions asked of the participants was how they spent their earnings. They were asked what amount of money (none, little, some, or most) they spent on entertainment, personal items, school expenses, savings, transportation, and family support.

A majority of the responding participants (60.8%) spent little or none of their earnings on entertainment. This figure varied by city. It was 71.4% in Davenport; it was 61.9% in Cedar Rapids; it was 59.5% in Des Moines; it was 66.7% in Waterloo; and it was 42.9% in Iowa City.

A majority of the responding participants (82.0%) reported spending some or most of their money on personal items. This figure varied by city. The percentage was 88.8% in Davenport; it was 73.8% in Cedar Rapids; it was 86.7% in Des Moines; it was 93.8% in Waterloo; and it was 50.0% in Iowa City.

Of the responding participants, 60.2% spent little or none of their earnings on school expenses. On the high side was Iowa City (71.4%), and on the low side was Davenport (30.0%). In between were Waterloo (66.7%), Des Moines (66.2%), and Cedar Rapids (53.5%).

There was no clear pattern in the responses on the question concerning the amount of earnings spent on savings. A majority spent little or none on savings in Iowa City, Des Moines, and Cedar Rapids. A majority spent some or most on savings in Davenport and Waterloo.

A majority of responding participants spent none or little of their earnings on transportation in every city except Des Moines. In Des Moines the percentage was 47.1%. The percentage was 87.5% in Davenport; it was 65.0% in Cedar Rapids; it was 81.3% in Waterloo; and it was 66.6% in Iowa City.

Most of the responding participants spent little or none of their earnings on family support. The figure was 68.8%. This percentage varied

somewhat by city. In Davenport and Waterloo it was 50.0%; it was 81.1% in Cedar Rapids; it was 66.7% in Des Moines; and it was 85.7% in Iowa City.

The year-round participants were asked to report if they received help or advice concerning personal, family, job, financial, or law problems or decisions. They ranked the advice as not needed, needed but not received, received but not helpful, received and somewhat helpful, or received and very helpful. In examining the responses a majority of the responding participants felt they did not need advice concerning any of the above problems or decisions except for the job area, but the responses did vary by city.

Concerning personal problems, 61.5% of the responding participants believed they didn't need help. This figure was 62.5% in Davenport, 68.5% in Des Moines, and 73.3% in Waterloo. However, it was only 37.2 % and 44.4% in Iowa City.

A majority (63.8%) of the responding participants also believed they didn't need help or advice concerning family problems. However, there was quite a bit of variance by city. The figure was 70.1% in Des Moines and 80.0% in Waterloo; but it was only 33.4% in Davenport, 48.8% in Cedar Rapids, and 44.4% in Iowa City.

When it came to job problems, just under a majority of the responding participants (44.2%) believed they received somewhat helpful or very helpful advice. There was definite variance in this number by city. It ranged from 37.5% in Des Moines and Iowa City, to 52.2% in Cedar Rapids, to 62.5% in Davenport, to 66.6% in Waterloo.

A majority of the responding participants (63.6%) felt they didn't need help regarding financial problems. This was true in Des Moines (74.4%) and Iowa City (50.0%). The figure was lower in Cedar Rapids (46.5%) and Waterloo (46.6%), and in Davenport a majority (62.5%) reported receiving somewhat helpful or very helpful advice.

Concerning law problems, a clear majority (82.4%) of the responding participants felt they didn't need advice. This figure stayed high in all five cities -- Davenport (75.0%), Cedar Rapids (65.1%), Des Moines (87.5%), Waterloo (93.3%), and Iowa City (75.0%).

The participants were also asked whether they had received any help or advice in the past year from school counselors, the employment service, the I-TRY counselors, the I-TRY supervisors, the I-TRY fellow workers, parents, teachers, friends or relatives, and minister, priest, or rabbi. They were asked to rank the advice as not needed, needed but not received, received very little, received some, and received much.

A majority of the responding year-round participants answered they received some or much advice from their school counselors. The figure was 60.7%. The figure was high in each city -- Davenport (60.0%), Cedar Rapids (71.1%), Des Moines (58.9%), Waterloo (53.3%), and Iowa City (50.0%).

Concerning the employment service, a majority of the responding participants felt they didn't need their advice (69.1%), or needed but did not receive advice (11.4%). The respective figures in Davenport were 22.2% (not needed) and 44.5% (needed but not received); in Cedar Rapids they were 47.4% and 10.5%; in Des Moines they were 86.8% and 5.3%; in

Waterloo they were 40.1% and 33.3%; and in Iowa City they were 25.0% and 25.0%.

A majority of the responding participants (53.7%) felt they received some or much advice from the I-TRY counselors. However, this figure did fluctuate a good deal by city. It was 75.0% in Davenport and 58.7% in Des Moines. But it was only 38.1% in Cedar Rapids, 46.6% in Waterloo, and 42.9% in Iowa City.

A majority of the responding participants (54.1%) felt they didn't need the help or advice of I-TRY supervisors. This was true in Cedar Rapids (50.0%), Des Moines (59.5%), and Iowa City (83.3%). However, in Davenport 42.9% believed they got some or much advice from the supervisors, and this figure was 50.0% in Waterloo.

A similar pattern also held for the responses to the question concerning I-TRY fellow workers. A majority (58.3%) of the responding participants felt they didn't need the help or advice of fellow workers. This was true in Cedar Rapids (50.0%), Des Moines (60.4%), Waterloo (73.3%), and Iowa City (83.3%). However, a majority of the responding Davenport participants (55.6%) felt they received some or much advice from the I-TRY fellow workers.

Perhaps not surprisingly, a clear majority of the responding participants (63.7%) felt they received some or much advice from their parents. This figure was about the same in each city -- Davenport (87.5%), Cedar Rapids (71.1%), Des Moines (59.3%), Waterloo (73.3%), and Iowa City (55.5%).

The responses concerning teachers and friends or relatives were fairly dispersed. A majority in Cedar Rapids (57.2%) felt they received some or

much advice from teachers, and a majority in Waterloo (66.6%) felt they didn't need advice or help from their teachers. Moreover, a majority in Cedar Rapids (55.9%) and Waterloo (66.6%) felt they received some or much advice from friends or relatives while a majority of the responding participants in Des Moines (52.7%) felt they didn't need help or advice from friends or relatives.

Concerning the clergy, a large majority (76.7%) of the responding participants reported not needing their advice or help. This was true in Cedar Rapids (62.5%), Des Moines (84.9%), Waterloo (80.0%), and Iowa City (75.0%). However, in Davenport a majority (62.5%) reported receiving some or much advice from the clergy.

The I-TRY year-round participants were also asked to evaluate seven aspects of the program. They could respond no opinion, did not like, liked little, liked some, or liked much.

The type of job and job supervisor received a good rating from the I-TRY participants. A majority of the responding participants in every city liked the job some or much. This figure was 100.0% in Davenport, 83.9% in Cedar Rapids, 53.3% in Des Moines, 87.6% in Waterloo, and 87.5% in Iowa City. The pattern was the same for the responses concerning job supervisor. The job supervisor was liked some or much by 85.8% in Davenport, 90% in Cedar Rapids, 59.5% in Des Moines, 93.8% in Waterloo, and 100.0% in Iowa City.

While the job pay was liked some or much by most of the responding participants, there was some variance in the rating by city. This percentage was 85.8% in Davenport, 80.0% in Cedar Rapids, and 85.7% in Iowa City, but only 49.1% in Des Moines and 43.8% in Waterloo.

A pattern similar to the one above held for the responses concerning the hours of work available. The percentage of responding I-TRY participants who liked the hours available some or much was 60.0% in Cedar Rapids, 50.5% in Des Moines, 50.0% in Waterloo, 57.2% in Iowa City, but only 42.9% in Davenport.

Most of the responding participants liked the counseling received some or much. However, the percentage did vary from city to city. It went from 100.0% in Davenport, to 58.7% in Des Moines, to 46.7% in Cedar Rapids, to 42.9% in Iowa City, to 37.5% in Waterloo.

A similar pattern held for the responses concerning educational activities. A majority of the responding participants liked the educational activities some or much. The percentage varied from 70.5% in Des Moines to 14.3% in Davenport. It was 44.4% in Cedar Rapids, 56.3% in Waterloo, and 57.2% in Iowa City.

Concerning fellow workers, a clear majority of the responding participants liked them some or much. This percentage was high in every city -- Davenport (85.8%), Cedar Rapids (70.0%), Des Moines (64.5%), Waterloo (75.0%), and Iowa City (85.8%).

As might be expected from the foregoing, a large percentage of the responding year-round participants would recommend the program to a friend or relative. The average figure was 73.9%. It was high in all five cities -- Davenport (88.9%), Cedar Rapids (80.0%), Des Moines (69.3%), Waterloo (86.6%), and Iowa City (77.8%).

Effectiveness of Year-Round I-TRY

In order to get a good indication of the effectiveness of the Year-Round

I-TRY Program we compared the responses to certain questions between a group of participants in each city and a control group selected in each city.[8] We only had control groups in four cities, and so Iowa City is not included in this analysis. The Chi Square Analysis will again be used as the method of comparison. We will report the data only for statistically significant Chi Squares. (The others are available on request.) The procedure of analysis will be the same as in the third section of this chapter (Effectiveness of Summer I-TRY).

The control group was selected on the basis of age, race, sex, educational level, number in household, sex of family head, socio-economic class, and geographical location. A Chi Square Analysis was run for all four cities on each of the above variables vs. program status (participant group or control group). Ideally there would be no statistically significant difference between the participant and control groups on the basis of any of the above variables.

When we look at the age distribution between participant and control groups, we find significant differences in Davenport (at the 99% level), Des Moines (99.95% level), and Waterloo (99.95% level). In Davenport and Des Moines the participants are significantly younger than the controls, and the opposite is true in Waterloo.

Looking at the race and sex distributions, we find absolutely no significant differences in any of the cities. Thus, the participants and controls had the same, statistically speaking, race and sex distributions in each city.

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[8] For the questionnaires used and the data tables see Questionnaire Appendixes I, II, and IV, and Data Appendix F in Appendixes to Accompany the Project I-TRY Evaluation. For a description of the control group selection procedure see Technical Appendix A in the same publication.

The educational level distribution was significantly different in Davenport (97.5%), Des Moines (99.95%), and Waterloo (99.95%). The results are, of course, correlated to the age distribution results. In Davenport and Des Moines the participants were concentrated in the lower years of education when compared to the controls while in Waterloo the opposite is true.

The number in household distribution was significantly different only in Davenport (only 90% level) and Waterloo (95% level). In both Davenport and Waterloo the participants came from significantly larger households.

Looking at the sex of family head and family head's socio-economic class distributions, we find absolutely no significant differences except for the socio-economic class variable in Des Moines -- and that difference is significant at only the 90% level. In Des Moines the controls had a higher percentage in the low numbered socio-economic classes (which represent high skilled jobs and high levels of education for the family heads), and the participants had a higher percentage in the high numbered socio-economic classes (which represent lower skilled jobs and low levels of education for the family heads). Checking the distribution of the variables which constitute the socio-economic class, we find no significant differences for the family head's education level, and a significant difference for the family head's occupation level only in Des Moines (and only at the 90% level). Of course, the controls in Des Moines were concentrated in the higher skilled family head's occupation classes when compared to the participants.

The last variable used to select the control groups was geographical location (census tract). Looking at this variable, we find no significant

differences in its distribution between participants and controls.

In reviewing the above we find that Cedar Rapids has the best control group (using our eight variables as the sole criteria) since the Cedar Rapids' participants and controls match on all the variables. The other three cities missed on three variables. Davenport's participants and controls matched on all variables except age (the controls were older), educational level (controls had more education), and number in household (controls came from smaller households). However, the last mentioned difference was significant at only the 90% level. Des Moines' participants and controls matched on five variables, but differed on age, education, and socio-economic class. The Des Moines controls were older, more educated, and from upper socio-economic classes. Again, the last mentioned difference was significant at only the 90% level. Finally, the Waterloo participants and controls matched on five variables, but differed on age, educational level, and number in household. The Waterloo controls were younger, less educated, and came from smaller households.

Turning from a check on the quality of the control groups, we can now use the Chi Square Analysis to look at the effectiveness of the Year-Round I-TRY Program.

The participants and controls were asked in the fall of 1968 and in March 1969 how much future education they thought they would receive. Looking at the distribution of responses between participants and controls, we find significant differences only in Waterloo and Des Moines. In Waterloo there was no significant difference in 1968, but in 1969 there was a difference significant at the 95% level. In 1969 the controls responded more heavily about going to college. Thus, it would appear that the program

lowered somewhat the educational expectations of the youth in Waterloo, but if this is true it may represent a more realistic outlook on the part of the participants (given the program's target population). In Des Moines there was a significant difference both in 1968 (99.5% level) and 1969 (99% level). In both periods the Des Moines controls responded more heavily than the participants about going to college. However, while 72.5% of the participants responded that they would only go through high school in 1968, 32.3% responded they would only go through high school in 1969. The respective figures for the controls are 47.3% and 25.7%. Thus, there is an indication that the Des Moines program raised somewhat the educational expectations of its participants.

The participants and controls were also asked in the fall of 1968 and March 1969 what their future occupation would be. Looking at the distribution of responses, we find significant differences between participants and controls in Cedar Rapids, Des Moines, and Waterloo. In Cedar Rapids there was no significant differences in 1968, but in 1969 there was a significant difference (at the 95% level) with the controls concentrating in the middle skill occupation classes and the participants concentrating at the two extremes. This would indicate that the Cedar Rapids program raised the occupational expectations of some participants and lowered the occupational expectations of other participants. Both in Des Moines and Waterloo the significant differences occurred in 1968 and 1969, and in both periods the controls concentrated in the higher skilled occupations when compared to the participants. This would indicate no effect on occupational expectations in Des Moines and Waterloo. The significance levels were 90% (in 1968 and 1969) in Waterloo, and 95% (in 1968 and 1969 in Des Moines.

The participants and controls were asked in 1969 if they had any problems with law authorities during the past year. When the responses are distributed by program status, we see no significant differences in Davenport, Des Moines, and Waterloo. However, in Cedar Rapids there was a difference significant at the 90% level. The Cedar Rapids controls had significantly more problems with the law authorities than the participants.

In Cedar Rapids and Des Moines an attempt was made to get information on arrest records before and during the I-TRY Program from juvenile bureau and police records.[9] An arrest score was devised taking the quantity and "quality" of arrests into account. When these scores were examined by program status, no significant differences were encountered.

The participants and controls were asked in 1968 and 1969 if they were still in school. There were significant differences in the responses in Davenport, Des Moines, and Waterloo. In Davenport there was no significant difference in the responses in 1968; but in 1969 there was a difference significant at the 90% level, with the controls having more school dropouts than the participants. In Des Moines there was no significant difference between the participants and controls concerning school status in 1968; but in 1969 there was a difference significant at the 97.5% level, with the controls having more school dropouts than the participants. In Waterloo the participants had significantly (90% level) more school dropouts than the controls in 1968, but by 1969 there was no significant difference

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[9] See Technical Appendix B in Appendixes to Accompany the Project I-TRY Evaluation for an explanation of the arrest scoring procedure.

between the participants and controls concerning school status. All of the foregoing indicates that the I-TRY program in Davenport, Des Moines, and Waterloo had a significant effect in reducing the school dropout rate.

In each city the participants and controls were asked how much they spent of their earnings on entertainment, savings, etc. When the responses on the quantity of earnings spent on entertainment are examined, we find significant differences in Cedar Rapids (90% level) and Des Moines (95% level). In Cedar Rapids the controls spent more on entertainment, but in Des Moines the controls spent less on entertainment. This result may be due to program differences between Cedar Rapids and Des Moines, or it may be partially due to control imperfections.

There were no significant differences in the amount of earnings spent on personal items, school expenses, or family support. Moreover, the responses concerning savings and transportation showed no significant differences except in Davenport. In Davenport the participants spent more on savings (at the 95% level) and less on transportation (at the 97.5% level) than the controls.

Both the participants and controls were asked to rate the help or advice they received during the past year concerning personal, family, job, financial, and law problems. In Waterloo there were no significant differences concerning any of the responses. In Des Moines the only significant difference concerned job problems (90% level), and the participants felt they received more helpful advice than the controls. In Davenport the only significant difference also concerned job problems (97.5% level), and again the participants felt they received better advice than the controls. Finally, in Cedar Rapids there were four significant

differences. The Cedar Rapids participants reported they received better help or advice than the controls concerning personal problems (90% level), family problems (99.5% level), job problems (99.9% level), and law problems (97.5% level).

The participants and controls were also asked to rate the help or advice they received during the past year from school counselors, the employment service, parents, teachers, friends, and clergy. Again, there were no significant differences concerning any of the responses in Waterloo. In Des Moines the only significant difference concerned the employment service (99.95% level), and the controls received significantly less advice from the employment service. In Davenport the only significant differences concerned teachers and the clergy, and the participants reported they received more help or advice from their teachers (95% level) and clergy (95% level) than the controls. Finally, in Cedar Rapids there were two significant differences. The Cedar Rapids participants reported they received more help or advice than the controls from the employment service (90% level) and from friends (95% level).

In summarizing the foregoing we can take a couple of different approaches. One approach is to put the four city programs together and look at just the total Year-Round I-TRY Program. In doing this we would find that the foregoing indicates that the Year-Round I-TRY Program cut the school dropout rate, influenced the participants to spend less on entertainment, caused the participants to receive more helpful advice about job and financial problems, and caused the participants to receive more advice from the employment service.

The reader must keep in mind that the I-TRY Program varied in operation from city to city; and thus looking at a total analysis is helpful, but a city by city analysis (such as we did above) is also extremely helpful.

Another approach to summarizing the foregoing analysis is to concentrate on the Cedar Rapids program. The reason for this would be the fact that the Chi Square Analysis revealed the Cedar Rapids control group to be the best as far as matching the participant group's characteristics. Looking only at the Cedar Rapids program, we find the participants had significantly less law problems than the controls, and the participants spent less on entertainment. Moreover, the participants reported getting more useful advice concerning personal, family, job, and law problems; and they reported receiving more advice from the employment service and friends than the controls.

Chapter 6

SUMMARY, CONCLUSIONS, AND PROGRAM RECOMMENDATIONS BASED UPON EVALUATION OF THE I-TRY PROJECT

In 1967 and 1968 a concerned Governor Harold E. Hughes marshalled together federal, state, and local community resources to provide employment opportunities for Iowa's disadvantaged urban youth. This research report had two major goals in regard to the Iowa experience.

The first goal was to provide an "outside" objective and detailed report on the I-TRY Project, which included analysis of the financial and administrative structure; youth recruitment, screening, and characteristics of those participating in the program; job opportunities, and supportive services; and the costs and benefits to individuals and communities involved. The second goal was to provide guidance to other states and communities contemplating the replication of the Iowa I-TRY Project.

The first goal of this research report was to <u>evaluate</u> the I-TRY Project on its own merits, while the second goal was to focus upon <u>utilization</u>, <u>replication</u>, and general applicability to other states and local communities.

Technology, Employment and Youth Opportunity

A rapidly automating American economy has placed a heavy premuim upon job skills and work experience, and has eroded many unskilled and low experience jobs which in the past have been traditional entry points for youth into the labor force. Coupled with the technological effects of changing occupational employment requirements, youth employment has also been adversely affected by rising minimum wage levels and minimum age restrictions in employment.

The interim summer vacation period for in-school youth, as well as the year-round period for out-of school youth has tended to be a jobless and taskless one for more and more people in recent years. While the problem has been serious to Whites, it has, when coupled with racial discrimination, become critical for Black youth. Given the rising expectations of the latter group together with the reduction of jobs for those lacking skill and experience, there has emerged a serious potential for social disorder in most of the nation's urban communities. In many communities this source of potential disorder has already been unleashed with tragic social and property costs.

The Iowa I-TRY Project was an attempt to bring together state and community resources in mitigating the potential tensions which are generated by jobless (and taskless) youth whose expectations exceed the current level of opportunity offered by society.

The immediate short-run goal of I-TRY was to divert the energies of jobless youth from riot activity toward renumerative and legal employment. A longer-run goal was to provide worthwhile work experiences

which would have a carryover effect for future career-type employment. The overall objective was to raise the level of economic opportunity closer to rising expectations.

Leadership and Community Involvement

The leadership role of Governor Harold E. Hughes was central to the initiation of I-TRY. This concern was motivated less by political considerations (which on balance were probably negative) than by religious, moral, and ethical concern for Iowa's Black urban youth.

Yet, given this leadership role in initiating I-TRY, considerable support within communities was found in church, civic, and business groups. The degree of cooperation ranged from enthusiastic and zealous support to that of lukewarm support in lessening the threat of riots.

The charismatic leadership of Governor Hughes, the threat of riots by youth, and the consciences of social-action-oriented individuals and groups provided both the power for launching and for sustaining the I-TRY Project.

Although federal funds were available, and were used to cover some of the administrative costs, there was considerable reluctance to take these funds at the ratio of 1 federal dollar for 4 local dollars. Some communities desired to minimize the role of federal (and state) government by relying heavily upon local funds. Some felt that needless federal controls would be imposed with federal money. The Iowa experience (which may not be valid for many other states) suggests that federal funding at a 1 to 4 ratio is not by itself sufficient inducement for the development of a program such as I-TRY. Moreover, a relatively affluent

state such as Iowa possesses the resources, but it must first recognize that a problem exists. Recognition of the problem must, in turn, be a self-actuating process rather than one suggested by a federal agency.

Evaluation: Youth Recruitment and Screening, and Characteristics of Participants

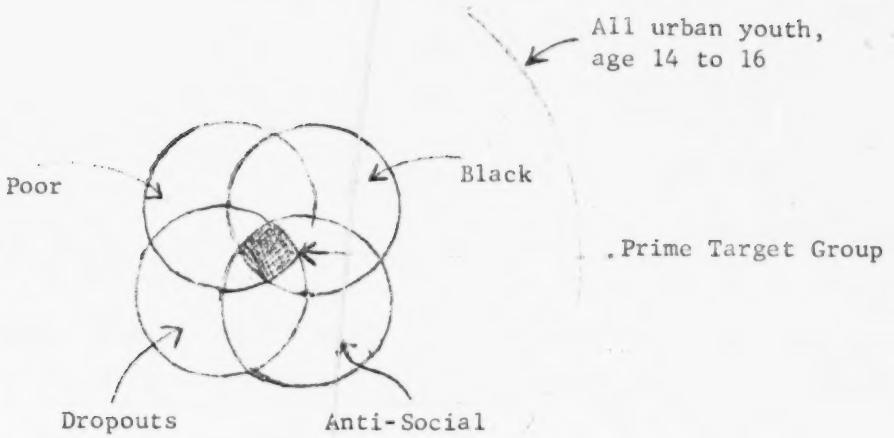
Evaluation of the "success" of a project depends upon the overall goals which have been specified or are implicit for the program as a whole. The goal of combating poverty will remain unachieved if most of the participants are above the poverty income line. However, if the goal is to mitigate riots, recruitment should focus on residents of urban ghettos without regard to income. Alternative goals such as reducing the youth school dropout rate, assisting Black youth, providing jobs to all urban youth, etc., would generate different target groups.

Chart 1. presents a schematic framework of five possible target groups. The four inner circles represent four possible goals for I-TRY. All of these goals do not necessarily coincide. Some parts of the target groups overlap; others do not.

Chart 1.

SCHEMATIC FRAMEWORK:

Target Groups



TARGET GROUP	I-TRY GOAL	POSSIBLE SCREENING GUIDELINES
(1) Youth in Poor Families	Raise income of poverty families	Family income, screening by welfare officials
(2) Anti-Social Youth	Reduce riots, criminal behavior and delinquency	Problems with police and school authorities
(3) School Dropouts	Reduce school dropout rate	School status information from administrators
(4) Black Youth	Opportunity for minority youth	Color
(5) Urban Youth	Opportunity for all youth	Age

There were a number of goals in I-TRY, depending upon the viewpoint of the individual or group involved. This was primarily an urban program, limited in scope to Iowa's urbanized counties and cities. Within the limitation of an urban environment, Governor Hughes was concerned with Black youth from poor families. Many private contributors were concerned with Black youth from poor families. Many private contributors were concerned with I-TRY as an anti-riot measure. Although one could not openly offer rewards to anti-social behavior, targeting in upon Black urban youth would provide jobs for some who might otherwise become involved with law authorities.

School administrators, and possibly some federal agency officials were concerned with reducing the school dropout rate. In this case, the policy would be to work with Whites and Blacks, poor and non-poor who either were school dropouts or could potentially become dropouts.

A strong argument could be made for including <u>all</u> urban youth in future I-TRY programs, regardless of whether or not they fit the other four criteria in Chart 1. Preference priorities for admission could be established given the level of funding, but the principle would be to include all youth. The rationale for this would be two-fold: (1) jobs for youth will be increasingly difficult to secure through usual labor market channels in the future, and (2) it is desirable as a matter of manpower policy to provide opportunities for all youth to gain work experience regardless of family income levels.

The crucial question regarding selection of participants should be discussed within the "goal-framework" outlined above. In relation to the goal of providing summer job opportunities to Black youth, the program should be termed a success. Of those reporting race (793 out of 858) 44.6% were Black, 53.9% were caucasian, and 1.4% identified their race as Spanish-American. Since only a small fraction of urban youth in Iowa are Black, the selection process was successful in targeting in on Black youth.

In regard to school status, 787 of the 858 participants (75.4%) in the summer program planned to return to school in the fall, while 38 (4.6%) did not plan to return. In Iowa about 15% of the age group 14-24 (rural and urban) are school dropouts. Although the two groups are not comparable, the goal of seeking out and providing summer jobs for dropouts and potential school dropouts was considerably "off-target." One cannot say that the I-TRY Project effectively approached the school dropout problem (if this was to be the primary goal).

The third possible criteria relates to selection of youth who are (or potentially could be) involved in anti-social behavior in school or in the community. Of the 858 summer participants in I-TRY, 699 or 81.5% reported no difficulty with school or law authorities, while 159 or 18.5% had at least one reported contact with school or law authorities. No comparable data is available on the percentage of <u>all</u> urban youth involved with school or law authorities, for purposes of contrasting with

the I-TRY group. However, one out of five is in all likelihood somewhat above the average for the age group covered by I-TRY. However, one could not conclude that the major focus of I-TRY was on youth who had trouble with school or law authorities.

The fourth criteria, poverty, is probably the most elusive to measure and estimate. Income requirements vary among families, and one's "poverty" level income may very well be another's "modest and comfortable level." Assuming the poverty line to be $3,200 per year for a family of four, with upward adjustments of about $500 per person in larger size families, we find that there was a heavy concentration of the "poor" in the I-TRY Project with considerable variance among the cities. Assuming a margin of error of $300 above the poverty line for each participant, 154 youth were from families exceeding poverty guidelines. The number exceeding guidelines varied from 13.4% of participants in Des Moines to 28% in Cedar Rapids. It should be emphasized that income was not to be the sole test of eligibility for I-TRY. Other factors were to play significant roles in selection. At least 80% of those participating in I-TRY were close to the poverty guidelines, with about 20% exceeding guidelines by more than $300.

An overall evaluation of the selection process leads to the conclusion that it was most successful in drawing in Black urban youth, and moderately successful in assisting youth from poor families. I-TRY was possibly weakest in selecting potential school dropouts and those who were involved in problems with school or law authorities. One factor

which may be suggestive of the weakness of the latter two selection criteria is, on the one hand, the difficulty of rewarding anti-social behavior with jobs, and, in regard to dropout criteria, the difficulty of predicting who a dropout would be during the interim summer months. Also, the outreach problem of locating a sufficient number of dropouts in this age group who might also satisfy one or more of the other four criteria, and the heavy dependence upon school authorities for publicizing the program operated as additional limitations.

Improvements in selection of youth for future programs can best be achieved by:

(1) Avoiding direct questions on family income levels, with questions geared to occupation, place of employment of family head, and job-holding in family.

(2) Requesting school officials, welfare workers, and others to recommend youth to future I-TRY programs, thus targeting in on those with problems who might benefit by summer jobs and supportive services.

A direct appeal through public news media tends to attract more aggressive youth from lower middle-class families, and to lessen the number of applicants from poor families, and from those with school or law problems who may have developed a strong bias against "establishment-sponsored" programs. Referral from welfare and similar agencies would help the most needy and to permit them to compete for summer jobs with other youth who would be more aggressive.

Evaluation: Effectiveness of I-TRY Project

Given the goals and criteria of the selection process, the second aspect of evaluation involves the question of the effectiveness of the I-TRY Project - was it successful in achieving its goals? One should keep in mind first of all, that a "one-shot" summer or year-round program has inherent limitations. One cannot hope to overcome a lifetime of accumulated social and economic disadvantages without sustained effort. In fact, a program such as I-TRY which is not repeated in future years may very well have negative effects upon disadvantaged youth. One's hopes may be raised temporarily only to be frustrated as a program is discontinued in the following year. Without sustained impetus for a program, cynicism may be nurtured among disadvantaged youth.

Given the limited nature and duration of the I-TRY Project, the following accomplishments can be noted. There is some evidence, particularly in the Des Moines project, that arrests and other anti-social behavior were reduced during and after the I-TRY Project. This would suggest that from the point of view of those who provided funds to I-TRY as a cushion against riots and other anti-social behavior, there was a social dividend on this investment.

As an anti-poverty measure, I-TRY was again a success, but in a limited sense. Funds received by participants were used very heavily in assisting their families. There was little evidence of dissipation of earnings on "frivolous" consumer purchases. It was a limited success

in that no participant could possibly have earned a large enough sum of money to affect substantially the level of living of his family. Yet, if I-TRY were continued on an annual basis in future years, a family's level of living could be permanently raised. Most of the participants in the program believed that they would not have been able to obtain summer jobs without the efforts of I-TRY.

Since almost all of the I-TRY participants had planned to return to school (and virtually all did) no definitive conclusion can be reached on the dropout question. A large proportion of participants were considering post-high school vocational training, though only a few anticipated entry into college.

I-TRY and the State Employment Office

One significant accomplishment of I-TRY was the fact that both summer and year-round participants felt that they had received jobs, and helpful advice and supportive services from state employment offices. This was a significant factor when responses were compared with youths who had not participated in I-TRY.

A number of implications emerge from the involvement of state employment offices in the I-TRY Project.

(1) A program such as I-TRY can assist in the development of a better image for state employment offices with the disadvantaged.

(2) A more effective "outreach" system can be developed for other manpower programs with I-TRY as the initiating mechanism.

(3) I-TRY can serve as a vehicle for introducing other manpower programs to the business community..

Utilization: Recommendations for Future I-TRY-Type Programs

On the basis of the I-TRY evaluation-research findings we can summarize in abbreviated form some of the implications for future programs of this nature.

We suggest the following program recommendations for future I-TRY programs:

(1) Private funds and maximum community participation should be encouraged. Business firms ought to be encouraged to assign a number of job slots each year on a continual basis.

(2) Federal funds ought to be utilized only for administrative purposes, or as leverage in initiating projects.

(3) The role of governmental leaders is crucial in marshalling the resources of a community. Yet without the support of business leaders who can supply jobs, the program cannot be successful.

(4) Future I-TRY programs should be expanded to include all youth - rural and urban, Black and White, regardless of income levels. A preference system should be utilized to give priority to those from low income families, in order to maximize the utilization of scarce resources.

(5) I-TRY should be an annual, permanent-type program, operated on a continuous basis without regard to the occurrence of urban riots.

(6) Where priority according to family income level is desired in a community, questions to elicit this information should be addressed in terms of a parent's occupation, multiple job-holding, family size, and place of employment. It has been demonstrated that the above criteria provide a more efficient "target" for poverty than direct questions on family income.

(7) It is essential that I-TRY projects be organized and administered at the local level. At the same time, leadership from state and federal officials is imperative if I-TRY projects are to be launched at the local community level.

(8) The role of a state's governor is particularly crucial in the initiation state. Yet, governors embarking upon large-scale programs of this nature should recognize that private contributions may be a net subtraction from campaign funds.

(9) Administratave talent in the manpower field is a scarce resource. Programs such as I-TRY should be planned with care, and with painstaking effort in recruiting capable program administrators. The difference between a program which shows excellence and useful results, and one which is marginal or mediocre, can be traced to the capability of program administrators.

(10) Consideration should be given to the possibility of increasing federal funds on a higher than 1 to 4 ratio, without, at the same time, increasing administratave controls. I-TRY projects can be developed as components within state manpower plans.

(11) In the year-round program, there was some evidence that jobs which were given to youth had the effect of reducing the number of school dropouts among those who were on the borderline of leaving school. This would suggest that work-study arrangements during the school year might assist in reducing the school dropout rate.

(12) There was evidence that I-TRY was a more useful program for the potential school dropout rather than for the young person who had already left school. Future I-TRY programs should be viewed as measures for encouraging youth to stay in school, rather than as measures to assist dropouts in jobs or in returning to school.

(13) It has been demonstrated that a community's resources can be more fully utilized by the poor through an initial introduction from a program such as I-TRY.